

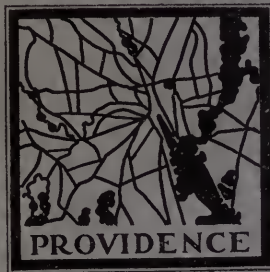
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From the new Thoroughfare Plan

PROVIDENCE, RHODE ISLAND

Proposed By-pass around Olneyville Square and Huntington Avenue Express Road

See article on page 17

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January, 1927

No. 1

HOUSING AND THE REGIONAL PLAN*

By JOHN IHLDER

Manager, Civic Development Department, Chamber of Commerce of the United States

THE great American novel, of whose coming we used to talk a great deal, has not been written and probably never will be, for a novel must have location, must picture with fidelity to detail individual characters and a group of characters. This necessary detail inevitably makes it sectional, provincial, differentiates its people and its atmosphere from the people and the atmosphere pictured in another novel equally good, equally true, the scene of which is laid in another part of the country or which deals with a different group of people. These differences will cause Americans of other sections to disclaim both books as representative of America as they know it, though to foreigners who view us from a distance, both books may seem typically American. We, close at hand, see most clearly the differences of detail, accept sub-consciously the likenesses; they, farther away, miss the detail and see only the broad likenesses.

So it must be with our regional planning, and the housing that is to develop as regional planning becomes accepted practice. The broad likeness that will be characteristic of our regional plans and the housing for which they provide will lie in acceptance of the proposition that they shall provide adequately, even generously, in terms of open spaces, of sanitary equipment, of "modern" conveniences; that they shall be based

*Full text of paper before joint meeting of American Society of Civil Engineers, City Planning Division, and American City Planning Institute, at Philadelphia, October, 1926.

upon the well-known but, fortunately, never clearly defined "American standard of living"; "fortunately" because this standard is ever changing, ever rising. Other nations may accept present standards, seeking merely to modify them so that they may be tolerable; other nations may figure closely on economies which they believe the hard conditions of their life force upon them—definitely discard, for example, water-borne sewage and a sewer system, not only because of cost of installation and operation, but also because of loss of fertilizing content which they believe they must have for their farms. But we, who are coming to reckon farm productivity in terms of bushels per man while they reckon in terms of bushels per acre, will base our plans upon the health, efficiency and more abundant living of our population rather than upon the amount of money *not* spent for a sewer system or an imported or manufactured fertilizer. Water carriage of sewage may go into the discard, but not until we have found a better method of safe-guarding human well-being.

Inside such broad American characterization, however, our regional plans will doubtless take on many differentiating characteristics due to sectional habits, traditions, resources and climate. Consequently, in a paper like this, dealing with the subject for the whole nation, one must paint in broad strokes, describe objectives in general terms that are subject to infinite modification in their detailed application, give approximations rather than exact measurements.

Before an audience of engineers who are accustomed to talking in terms of feet and inches, who can seldom refrain from describing a proposed highway by telling its exact width despite their knowledge that traffic requirements are constantly changing, this may seem an indication of loose thinking. But knowledge of the fact that a seven-and-a-half-foot ceiling height may be adequate in Maine while a fourteen-foot ceiling height may be good economy in southern Florida, gives me courage to persist.

A house is not a commodity of uniform size and character, as a pound of sugar has been since the pure food law was enacted. Its

variations are infinite, though they all fall into fairly clearly defined classifications. The use of each of these classifications will be affected by the regional plan if that plan proves effective in guiding metropolitan or regional development. Consequently an outline of a regional plan from the housing point of view is necessary if housing is later to be fitted into it understandably.

REGIONAL PLAN OUTLINE

The metropolitan region may roughly be defined as the area within commuting distance of the central or mother city. It may be an area about one or two cities of small or medium size as well as that about a large city. It may at present contain only one or two units of really urban character, the rest of the region being residential sub-urban. But if it does not have other urban units now, it will acquire them later as population increases and neighborhood business districts develop. Moreover in this day, when every chamber of commerce is seeking factories and when factory managements are thinking in terms of industrial distribution, it is almost inevitable that the metropolitan region outside the mother city will develop industrial districts. Consequently, provision must be made in the regional plan for both industrial areas and commercial areas in addition to residential areas. These, normally, will grow into separate towns. And, unless preventive measures are taken, they ultimately will merge into one great city, as Philadelphia and its satellites have done.

Philadelphia has developed much as the regional planner would have a city develop, except that adequate provision was not made for traffic and except that the separate communities were not kept separate by adequate intervening open spaces. The original city of Philadelphia with its mill satellites Kensington and Manayunk, its factory satellites Nicetown and Tacony, its residential satellites Germantown and Chestnut Hill,—each separated from the others by open areas, the brook valleys preserved instead of being filled up to make uncertain sites for the foundations of buildings,—would have been a pleasanter city than it is with its interminable streets filled with monotonous rows of houses.

By the same token the Philadelphia of to-day is a pleasanter city, with such access as it has to the open country, than it will be if its present streets stretch out and out until they join those of Chester and the other satellites that have succeeded to the opportunities once offered to Kensington and Germantown.

HOW URBAN UNITS ARE TO BE SEPARATED

The metropolitan region of the future therefore will be planned to contain a number of distinct urban communities which will be enabled to preserve their individuality by surrounding open areas. In part these will consist of parks, some formal such as Fairmount Park which to-day separates Philadelphia from the main line towns, some natural parks or forest reserves such as those Boston, Chicago and other cities are acquiring. But park land alone will not be enough. So much open space is required for the proper ventilation of our cities that a considerable part of it must be devoted to productive uses that will pay its way. Cities like New York and its New Jersey neighbors, and the great congeries of cities that is growing up about San Francisco Bay have been blessed, largely against their wills, by open water spaces that seem to some of their bustling citizens far larger than is required,—just as some of our cities in the past thought some of their streets too wide, only to find to-day that they are not wide enough. It would be difficult to overestimate the economic value of the breezes from the water that blow through the streets of New York and the bay cities.

Awakening to the advantages which nature forced upon our fortunate members, we shall provide adequately for the new kind of harbor that is coming to us with the airplane. We doubtless shall, under stress of necessity, figure carefully how small an air field may be, how high the surrounding buildings may be permitted to rise, for we wish to bring the air harbor as far in town as possible in order to minimize change in existing values. But as the railroad induced our river towns to turn their backs upon the levees so the airplane may induce them to face in a new direction, and those towns which make the most adequate provision are likely to reap a benefit.

But air harbors, like water harbors, will prove inadequate to our purpose, and other uses such as truck gardening and farming will be found for these open areas.

HOW URBAN UNITS ARE TO BE CONNECTED

Isolation, however, is not an objective in the regional plan. Each of the urban units in the region must be readily accessible from the others, more accessible than is the upper east side of New York from Riverside Drive. Water routes, rail routes, air routes, and main or arterial highways will be carefully planned so that each center in the region may be easily and quickly reached from every other center. When it is remembered that by very far the greatest amount of daily travel by an urban population is between home and place of employment, and when it is remembered that in such cities as New York or Chicago with their overgrown central business districts, where vocations that have no possible direct connection are jumbled together, the working population must twice daily pass thousands of buildings that have no possible part in their lives, the waste of time, effort, money, becomes obvious. Though like businesses instinctively tend to group themselves,—the financial and administrative interests in one group, the dry-goods wholesalers, the jewelers, the leather men, in other groups,—and thereby simplify their transport problem *after* their workers have arrived for the day's work, these workers still waste much every morning and evening by passing the buildings of other groups and the dwellings that house the employees of these other groups. The regional plan will reduce this waste by segregating vocational groups more effectively and will bring the homes and workshops of each group closer together.

The need of occasional intercourse between representatives of different groups will be met by express routes, rail and highway—perhaps in the near future, air—between the urban centers in the region.

The housing point here is that the better segregation of vocations, which we can secure by intelligent regional planning and zoning instead of by depending upon the blind instinct which has guided us up to the present, will bring home and work closer together and in smaller urban

units. As a result not only will time of travel—to-day worse than wasted because of crowded cars that sap the rider's strength and vitality—be reduced, but, because more space will be available, the character of the dwelling may be improved.

TRANSIT ROUTES AS DISTRICT BOUNDARIES

The transit routes that tie the urban centers of the region together will in large part form the boundaries of residential districts. Along parts of these routes, especially at the intersections of arterial highways, will be minor or neighborhood business districts, containing neighborhood stores, banks, moving picture theatres. Within the space they bound will be a residential area large enough to support one or more schools, playgrounds, small neighborhood parks, a branch library, a community center, churches, so that children at least will have small occasion to cross the busy main traffic streets.

These main traffic streets or arterial highways are one of the most interesting of the problems that confront regional planners. Their primary function is to carry traffic from center to center within the region or to more distant destinations. How they should be designed, what width should be secured for rights of way to provide against future needs, whether they should contain facilities for rail as well as for road vehicles, are questions outside the scope of this paper. But it is necessary to point out that they will carry not only a heavy volume of traffic, in some cases a constant stream of traffic by day and a considerable and increasing amount of traffic by night, but that they will carry heavy vehicles. The increasing weight of trucks and busses has become a matter of public concern. Admitting, what seems to be the fact, that the large truck and bus make for economy of operation for their owners, they at present cause great expense to the community as a whole and to property owners along many of their routes where they are permitted to range at will. Street paving that would carry passenger cars for years goes to pieces quickly under their pounding, which also cracks the walls of dwelling houses and which, together with their noise, seriously depreciates the value of whole residence districts. The

main arterial highways apparently must be designed and built to carry such vehicles which will some day be excluded from residential streets. But what concerns us here is not the promise of Detroit's super-highway system or any other proposal for facilitating traffic movement, but the proper development of the abutting land.

We used to have a theory that every street-car street was potentially a business street. It was a poor theory, based upon inadequate experience. But inadequate as the basis always was, it is becoming every day less adequate. Not only are our merchants realizing that the string business district cannot compare with the compact district, not only are busses that operate on parallel streets applying the same argument to these parallel streets, but we are learning that business could never occupy all the frontage on street-car streets. Recent studies have indicated that, outside the principal downtown shopping district, not more than 5% of an area will be occupied by business.

If this is borne out by further studies, it means that the frontage on the main arterial highways of the region must be in very large part devoted to other than business uses. Attempts to develop such frontages as residential are not proving permanently successful, even when the residences are multi-family houses. The inhabitants of multi-family houses object less to noise and movement than do those of one-family houses, but even they are beginning to find that noise and movement can be increased to such a degree as to become intolerable. So while we may zone the non-business frontage of these arteries for multi-family house occupancy, we shall have to give even such dwellings protection if they are not to be blighted. The suggestion I offer is that in addition to the ample right of way for traffic purposes, the community shall take possession of strips on either side of the traffic artery. These strips should be parked, and behind on either side should be a minor street serving the dwellings. The dwellings themselves should then be set back. This will provide for two screens of planting between the dwellings and the traffic highway. The park strip might be so wide that when, as and if business expansion can utilize it in part, it will provide suitable sites for business buildings.

This may seem extravagant, but my belief is that it will prove less costly than the slow and spotty development of property abutting directly upon a main traffic highway and the inevitable depreciation of such dwellings as may be there erected.

CITY FACILITIES AND NEIGHBORHOOD FACILITIES

Housing cannot be considered adequately apart from facilities offered by the city or community and their accessibility. To the wage-earner distance from place of employment translated into terms of money for means of transit and time or effort is of greater importance than to those whose means are greater and hours of work are shorter, though to everyone the waste involved in needless distance covered daily is an economic loss of moment unless it can be transformed into a strength-giving or health-giving or inspiration-giving factor. The well-to-do man who drives in an open automobile from a pleasant home in Chestnut Hill through Wissahickon and Fairmount Parks to an office near the Parkway may well find this interval an asset. But one who must spend from half an hour to an hour morning and evening in a closely packed New York subway train is nearly sure to find it a distinct liability.

By and large the best means of transit yet invented is that one, reminiscent of days before the horseless carriage, known as shanks-mare. For the normal man a half hour's walk, especially if it can be along a pleasant route, is a good prelude to a day of sedentary or indoor labor. Next perhaps comes the bicycle, for this too involves exercise. Then come vehicles that run upon the surface of the earth, that give their occupants the benefit of sun and air. Last comes that means of transit which takes him underground. As the old-fashioned outside iron fire-escape, now happily tending to disappear, was a confession of our failure to construct our buildings properly, so the subway is a confession of our failure to construct our cities properly. There is room enough in the United States for all of us except the miners to live above the surface of the earth. Such failures, forcing us to patronize crowded vehicles

or sub-surface vehicles, have a direct effect upon housing by giving us the choice of two evils, these means of transit or an inferior type of dwelling nearer to our place of employment.

While access to place of employment is usually the chief consideration, access to schools, to places of recreation,—theatre, opera, amusement parks, golf or tennis grounds,—are of some importance. These merge into facilities offered by the neighborhood which is the area that, ideally, lies between main traffic streets and all parts of which are within easy walking distance of home even when home is part of a district of widely spaced, garden-surrounded one-family houses. Here will be the grade schools and the playgrounds for small children, perhaps a high school or at least a junior high for the older children, a library or a community center and a neighborhood playground for adults, and churches,—set in grounds large enough to permit their expansion without violating the area provisions of the zoning code. Most congregations seem to be pessimistic of their future, yet instances are known where churches have had occasion to expand and their officers had no hesitation in asking that a rule made for the benefit of the community and the protection of their neighbors should be suspended in order that they might escape the penalty of lack of foresight or lack of faith.

Within the region and its units, thus broadly outlined, our problem is to fit our housing so as to give the people of urban America the greatest possible facilities for living abundantly.

A FEW ASSUMPTIONS

In order that we may think together on this, I shall start with several assumptions to which I hope you will agree:

1. *It is desirable to decrease the speculative elements in housing and to increase the investment element until the first has been reduced to the vanishing point and the latter has become controlling. This means that we should stabilize values, and stabilization of house values is dependent upon stabilizing the character of the neighborhood. In this stabilization regional planning, supplemented by zoning, is essential.*

Admitting the great part that speculation has played in producing the dwellings of America, we must also admit that it has played as

great a part in destroying them: in blighting whole sections of our cities, in promoting rapid transition which lowers housing values so quickly that the investor has withdrawn from a large part of the market, leaving it to the "home owner" whose controlling motive is sentiment; in deteriorating construction until the buildings erected to-day have a much shorter expectation of life, a far higher expectation of repair and maintenance costs, than those of our fathers and grandfathers; and, most important, in leading us to accept dwellings inferior in type. From the one-family house which used to be universal it has led us to the multi-family house and has gradually squeezed and cramped this lower form of dwelling until a large and increasing part of our urban population lives in one-, two-, and three-room apartments. These multi-family dwellings are popularly supposed to have investment value, but experience is showing that by and large the rapid obsolescence of a multi-family house prevents its being in the class of gilt-edged bonds. From the social point of view its destructive effect upon family life is a matter of concern.

2. *The preservation of the family—meaning parents and children—is essential. The population of voting age may be everything that candidates for public office tell its members that they are, but its life and its work would lose significance if there were no children to carry on. With the children lies the whole future. Consequently, children are of first importance. And since the house is the shell in which the family functions, since it exerts a constant influence in molding and shaping the family, even in determining whether or not there shall be children, the question of housing should be approached from the point of view of the well-being of children.*
3. *The one-family house with generous open spaces about it is the best house for a child. Consequently, every effort should be made to promote the erection, to protect the continued existence of, such houses.*
4. *While the one-family house is the most important type of dwelling, there is a legitimate demand for other types ranging from the two-family house through the so-called multi-family house and the apartment-hotel to the hotel. This demand must be met, but because these socially inferior types of dwellings with their possibilities of land overcrowding and cramped living quarters can under-live the one-family house and drive it out, just as Oriental labor can under-live and drive out White labor, it must be restricted to certain specified sections of the community and must be strictly regulated so that it will provide the essentials of wholesome living—light, air, room-space, sanitation—for its inhabitants.*

CLASSIFICATION OF URBAN POPULATION

In our urban communities there are several easily recognized groups of people for each of whom housing provision should be made. First and much the most important, because with them lies the future, are the families with children or expectation of children. They call for first consideration. They themselves may be divided into two classes. First are those who are fairly permanently located in the community, whose interests and fortunes have been and will be bound up with those of their neighbors and fellow citizens. They are the most valuable element, for they have or can develop a lively sense of community responsibility. Less valuable but more in need of assistance is the second class, composed of families which, because of the nature of the breadwinner's work or because of the temperament of father or mother, frequently move from city to city. They range all the way from high salaried officials of large corporations, army and navy officers, professional men and women, civil engineers, social workers, to the automobile tramps who have become an interesting and puzzling phenomenon of our modern life, whose younger children have never known a more stable home than the flivver and whose importunities are increasing the burden carried by our charity organization societies. Even those among this second class who are best placed economically have a difficult problem in providing homes for their children in these days when the choice lies between *buying* a proper house or *renting* an apartment.

It will be noted that I have included in the first group families with "expectation of children" as well as families with actual possession of children. There is a great deal of talk about giving the young married couple a shelter that will just fit their present needs assuming that when the expected happens they will move from their furnished two-room flat to that idyllic vine-covered cottage where love traditionally abides. Considered as a matter of pure economics, there is much to be said for all this talk, but while sound economics should be the foundation of our living, pure economics is a sterile soil which will not produce an adequate crop of babies. Marriage, the family, is an adventure.

Reason it out too coldly, balance economic items too carefully, and the young couple will grow to middle age, to age, still living in their apartment, still thinking first of their own safety, their own comforts. Then the nation may well ask why it was taxed to provide for their schooling, to protect their health, when they have been unwilling to pass on the heritage they received. The first home of the young couple should be at least a promise of its future home, should have in it the room, the play-yard, that every day ask when the expected arrival is to arrive. This may be economic waste, but the greater part of the joy of living consists of what cannot be strictly justified on the score of pure economics; it may be beyond the means of many young married couples, but it is an objective to be approximated as closely as we—and they—can.

Next to be considered, because they have not shirked but have rendered their service to society, is the group composed of those who have reared their children and sent them out into the world. The home that sheltered them when all the family were together may now be too large, too much of a burden. Many will continue to maintain it because of sentiment, but others will desire and should have a more convenient shelter. Their problem is not met by old folks' homes, however these may be disguised by luxury. Perhaps the nearest approach we have yet made to a solution is the occasional multi-family dwelling where, through some happy circumstance of management or tenant leadership or a common dining room, the inhabitants mingle for a time in the evening and the older people have opportunity to maintain some daily contact with younger people.

Then come the unattached individuals who form the tragedy, often not recognized by its victims until they reach middle age, of our civilization. Their variety is so great, class merges into class so imperceptibly, that it is difficult to classify them definitely. They range all the way from the well-to-do bachelor who lives at his club and so has the casual social intercourse with his fellows that fills so many of the odd moments of contented living, the lack of which reduces living to periods of con-

scious effort interspersed with periods of loneliness; from the two spinsters who have joined forces to fight off the devil of loneliness and who live together in a little apartment; through those forlorn ones who inhabit boarding houses,—a form of housing now apparently on the decrease,—hotels and rooming houses,—a form of housing now apparently on the increase. This great army is recruited from the youth of the land who venture forth in search of fortune. Its veterans are those who fail to make a family harbor. Like the middle-aged sergeants of our regular army, their presence among the youthful rank and file attracts notice and arouses comment. The problem of the unattached, whether it be the well-known “homeless man” who patronizes municipal lodging houses or the wage-earning woman, whether it be the raw recruit or the veteran left-over, is one that we have not yet begun to solve in spite of the voluminous literature dealing with fragments of it, perhaps because this literature does deal with fragments only instead of with the problem as a whole.

CLASSIFICATION OF HOUSES

Here then is the population to be housed in our carefully planned region. For their housing we may choose among the following types of dwellings:

One-family houses (one family occupying the whole house from cellar to roof)—detached—semi-detached—group—row.

Two-family houses (one family above the other)—subdivided as above.

Multi-family houses (ranging from the building in which every apartment is equipped for housekeeping, through that where a common dining room supplements or supersedes the housewife's efforts, to the hotel where cooking in an apartment is strictly forbidden)—detached—group—row.

Somewhat apart from any of the above are those sports, to use a term familiar to gardeners, of the housing world, the boarding house and the lodging or rooming house. These sports are not a distinct type of housing, but are merely the result of opportunist attempts to utilize the waste resultant from our lack of city planning and a housing policy in the past. When the day comes that we have no more blighted districts, no more cast-off dwellings, the boarding house and rooming

house as we know them to-day will disappear, their places taken by houses designed for the purpose. Instead of a shamefaced dilapidation constantly recalling better days, they will evidence the self-respect of those who accomplish what they intend to do.

With this classification of houses, with a clear understanding of the function of each class; with a regional plan, zoning regulation, and an intelligent distribution of centers of employment so that there will be ready access from home to shop; with a stabilization of the character of neighborhoods and consequently of house values; and, not least important, a clearer recognition of the value of space,—space inside the house, space outside the house but part of the same domain so that alterations and improvements may be made,—it will be comparatively easy to develop a housing policy designed to serve adequately the needs of the population.

Each individual among us has conflicting desires among which he must choose. Each of us might prefer to live in the White House, not because of an ambition to be President, but because the house has the desirable characteristics of a family dwelling,—despite its roof that needs repair: it is spacious and set in a very pleasant yard large enough for children's play and containing even a tennis court, and in addition to all this it is most accessible from its tenant's office which is easily reached by his chief business associates, and, to add excellence to excellence to satisfy the other head of the family, it is cheek by jowl with the principal shopping district, within a block or so of two theaters, and within easy reach of the others. In short, it would seem to be ideal. Certainly, as Lincoln is reported to have observed, most of its tenants desire to renew their leases.

But while we provide this combination for our Presidents, most of us have to make choices. If convenience of access of department stores is more important to us than home or children, we shall select an apartment near the center of one of the larger urban units of our metropolitan region or along one of the arterial highways. If we no longer have children or expectation of them, we may make a similar choice, though

some recent subdivisions give us reason to hope that it will be possible to find a small house of five or six rooms, attractively designed and located in a pleasant neighborhood, so doing away with the present hard choice between an eight- to ten-room house and a five-room apartment. If we have growing children we shall choose a one-family dwelling a little less accessible from the centers of work and amusement, but compensating for this by giving us neighbors who have the same chief interest and who have a greater tendency to stay put long enough for the development of family acquaintance, parents with neighbors' children, as well as the horizontal acquaintance of apartment house populations which tends to follow the line of age groups.

The greater stabilization of the character of neighborhoods will encourage investment in rental housing by increasing the life expectancy of the individual house. It will lead to the wider use in one-family house districts of services now characteristic of multi-family houses. Stabilization which reduces the speculative factor in real estate, which turns attention to permanent investment values, should result in creating again the estate or company that owns or manages a considerable number of one-family houses, for these depreciate or become obsolescent less rapidly, cost less to maintain, and, provided they have open space about them, are more readily kept in step with "modern improvement," than are multi-family dwellings. Some of the finest dwellings in our cities are one-family houses built fifty or a hundred years ago. Some of the old one-family house districts after a period of decadence have come back strongly. Few multi-family dwellings have maintained the standing of their youth until reaching their majority, and none, so far as I know, has ever come back after it once lost prestige.

Probably this has been due chiefly to misplacing. They have themselves spoiled many neighborhoods and in time have suffered from the deterioration they caused. Or they have been injured by the invasion of business. In a planned and zoned region these causes should be removed. There will obviously be space enough so that the temptation to land overcrowding will be reduced. There will be system and

order so that each type of dwelling will have that place best fitted to its purpose. Zoning does not imply a series of girdles about an urban center, but it does imply an arrangement in relation to traffic and traffic facilities. The regional plan will guide the development of traffic facilities, types of dwellings will be placed in accordance with their need of these facilities, and zoning regulations will prevent the placing of an inferior type in a district where it does not belong.

REGIONAL *and* CITY PLANNING BOTH SHOULD RECOGNIZE

HOME
The Foundation

That the life of the community centres in the HOME which must be wholesome, accessible and agreeable

The
SURVEY
A Necessary Preliminary

A thorough SURVEY historical, social, economic, industrial, educational, recreational and engineering. - A comprehensive grasp of probable developments must precede

The
PLAN
A Problem in design

The PLAN a work governed by the laws of unity, variety, harmony and balance, - as important in the design of a convenient and beautiful city as of a cathedral.

The
FUTURE
provides for
GROWTH

The city, a living organism, its plan ever guided by a definite art purpose must provide for adjustment to inevitable future GROWTH

—From an Exhibition Placard, by Stephen Child.

THE PROVIDENCE THOROUGHFARE PLAN

MAIN PROJECTS AND THEIR FINANCING

By RICHARD B. WATROUS

General Secretary, Providence Chamber of Commerce

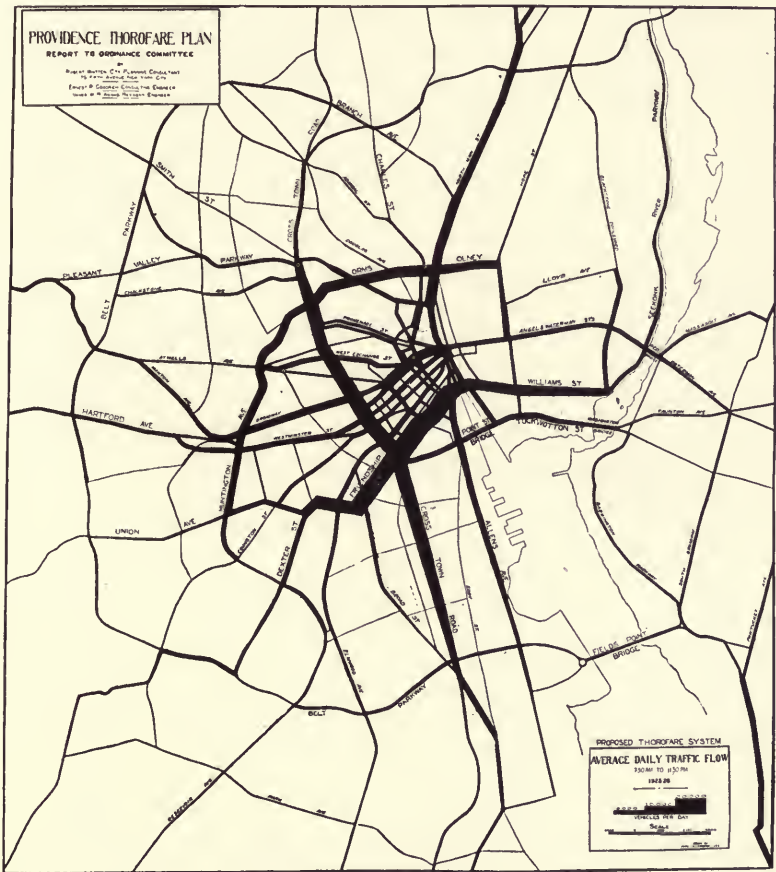
AFTER a study lasting many months and covering every need of the city for many years, Robert Whitten, city planning consultant, of New York, submitted in October to the Ordinance Committee of the City Council of Providence, Rhode Island, his report on a Comprehensive Traffic and Thoroughfare Plan. This plan had the benefit of the advice of Ernest P. Goodrich, Consulting Engineer, of New York, and the assistance of James W. R. Adams, Resident Associate Engineer. The report has unique character, and the surveys that were conducted in its preparation are considered so original that students of comprehensive city planning credit Mr. Whitten with important pioneering work.

Providence may hardly be called a typical city. It is rather one of unusual difficulties because of the age of the city, its large number of narrow streets, and a peculiar congestion of main traffic thoroughfares in a down-town district which has been called a bottle-neck condition, through which for many years has passed the major traffic of the city from points north and south and east and west.

In analyzing the situation in Providence Mr. Whitten states that to secure traffic relief in the ordinary way would require a wholesale widening of present traffic streets, the cost of which would be staggering. His predictions, based on conservative estimates, are that traffic will be doubled during the next ten years and almost quadrupled in twenty-five years.

After much consideration, the plan presented involves the construction of a few trunk line express roads each of which will have the capacity of from four to six ordinary streets. To secure this great capacity with safety, convenience and economy, a right of way having a width of 120 to 140 feet is essential. This will make it possible to

In submitting his report to the Ordinance Committee, Mr. Whitten sets forth careful estimates which would involve an expenditure of forty million dollars to carry his plans through to completion. This ex-



Estimated Distribution of Traffic Flow under Proposed Plan

penditure he would have cover a twelve-year construction program involving seven major projects with several other tributary projects involved therein. The seven major projects are described by Mr. Whitten as follows (*see also Plan*):

1. **CROSSTOWN ROAD.** This will be an express road 140 feet in width. The length of the portion for City construction is 29,480 feet. It includes a viaduct over the Woonasquatucket valley to the Pleasant Valley Parkway, and thirteen street grade separations.

2. **FRIENDSHIP-UNION ROUTE.** This route extends a distance of 26,290 feet. It will be an express road with a general width of 140 feet. The plan includes also thirteen grade separations and a vehicular tunnel under the steep portion of the hill. This route will greatly relieve traffic in lower Broad and Westminster streets; and will also lessen Waterman street hill and Point street bridge congestion well-known to motorists.

Partly as a matter of convenience in estimating costs, the improvement of the Providence River north from the new (fixed) bridge has been included with a section of the Friendship-Union route. The river will be closed to navigation at this point. The present river bed will be partially filled and retaining walls built at the new river line, with roadways for one direction traffic on either side of the river.

The above improvements, together with the contemplated removal of the produce market to other quarters, will create a good business and traffic boulevard along the river from Post Office square to the new bridge, a distance of 1,900 feet.

3. **OLNEY-HUNTINGTON ROUTE.** This route extends for a distance of 22,705 feet. It is designed as an express road with a general width of 140 feet and with numerous grade separations.

4. **NORTH MAIN-AlLENS ROUTE.** This route extends a distance of 15,660 feet, involving a widening on North Main street to 120 feet, and a viaduct across Schley square to carry traffic over the heavy Canal and Charles street traffic. Canal street will be widened to a uniform width of 80 feet by bridging over a portion of the Moshassuck river, using for this purpose property now leased by the City. With several additional widenings and the two railroads relocated on either side of the widened street, the industries on the westerly side and the docks and warehouses on the easterly side can be served without the tracks crossing the central roadway.

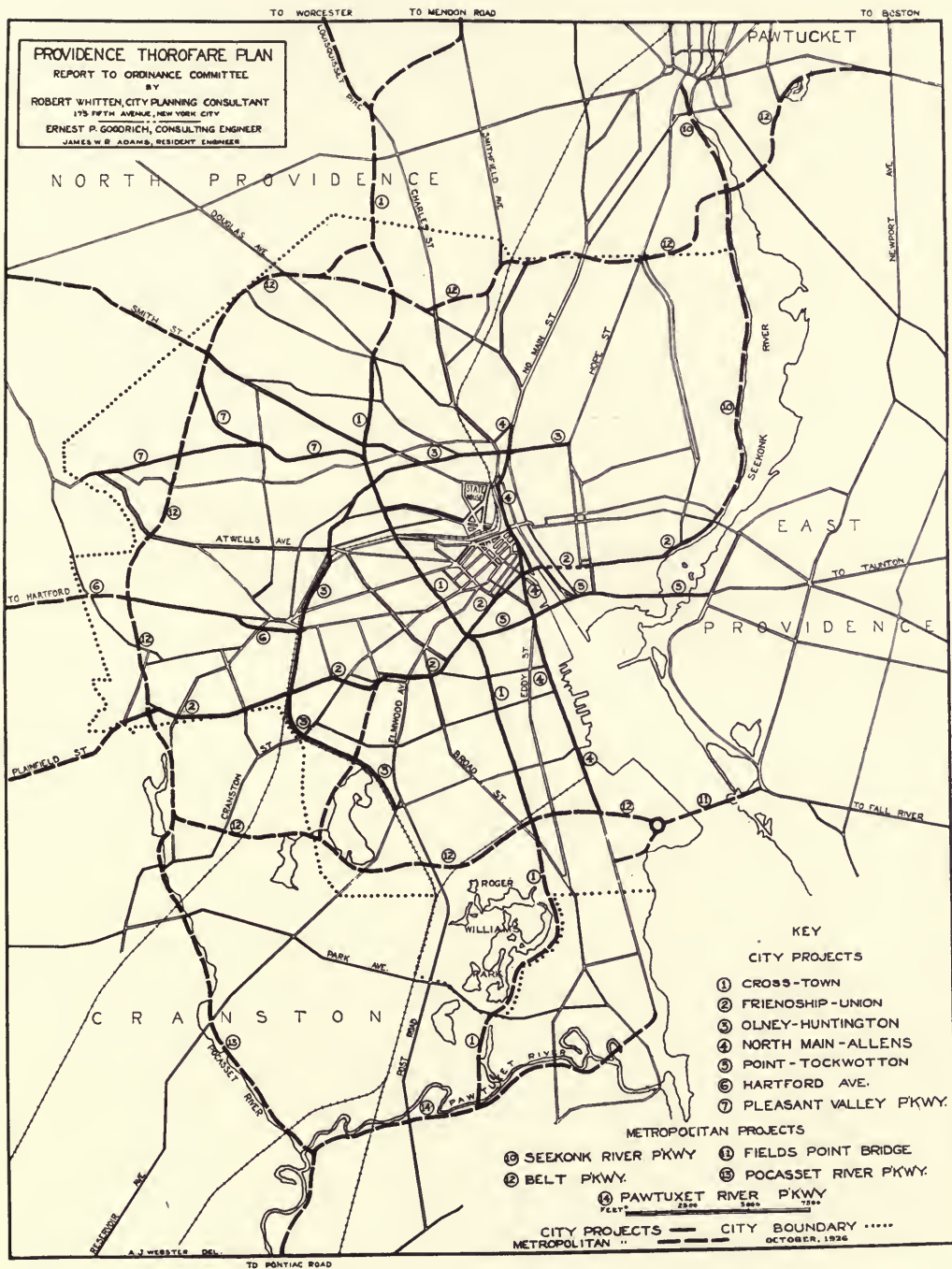
5. **POINT-TOCKWOTTON ROUTE.** This route extends from the Crosstown route to the proposed terminus of the new Washington Bridge, a distance of 6,920 feet. It will have a general width of from 120 to 140 feet. A viaduct will carry through traffic over Eddy and Richmond streets.

6. **HARTFORD AVENUE.** This route will extend a distance of 8,350 feet, and involve a widening from 50 feet to 120 feet from the city line to the Pascoag branch of the New Haven Railroad; and from that point a branch 80 feet in width will by-pass Olneyville square and extend by viaduct over the railroad and the proposed central express roadway in Huntington avenue, to Westminster street. In Olneyville square, the roadway will be widened from 43 feet to 50 feet by narrowing the present sidewalks.

7. **PLEASANT VALLEY PARKWAY.** This route has a branch extending north-westerly to the Belt Parkway. Its total length is 11,820 feet. It would have a minimum width of 140 feet and would be restricted to light traffic.

ROBERT WHITTEN, CITY PLANNING CONSULTANT
175 FIFTH AVENUE, NEW YORK CITY
ERNEST P. GOODRICH, CONSULTING ENGINEER
JAMES W R ADAMS, RESIDENT ENGINEER

NORTH PROVIDENCE



Realizing that business interests, retail and wholesale, in the downtown area are critically affected by traffic congestion, Mr. Whitten has devoted much of his report to the widening of streets in the downtown area, and has also recommended the acquirement of various open-air parking areas. His plan includes an item of five hundred thousand dollars to be used for these, with the statement: "If properly located and managed, these parking areas will pay cost of maintenance, and interest on bonds issued for purchase and construction." Mr. Whitten recognizes that the central business district must necessarily be a great traffic terminal and he has aimed to divert unnecessary traffic to the newly-created outlying traffic thoroughfares so that there will be marked improvement in convenient access to the downtown shopping area.

To finance the several projects, Mr. Whitten submitted an exhaustive program covering the 12-year construction period, in which he proposes a number of sources of income as follows:

"The financial program herein outlined covering a 12-year period of construction is believed to be easily within the capacity of the City, while at the same time providing for a normal expansion of other City activities. It takes into consideration that the City will probably require \$10,000,000 for its school building program during the next ten years, and that other capital expenditures amounting to a possible \$5,000,000 should be anticipated. Partially offsetting this estimated increase of \$15,000,000 for schools, sewers, water supply and other purposes, \$9,400,000 of existing indebtedness will be paid off during the 12-year period, leaving a net increase for the period of \$5,600,000.

"In addition the 12-year construction program submitted will require bond issues totalling \$24,000,000. This with the net increase for schools and other purposes makes a total of \$29,600,000, or an average of about \$2,500,000 for each year of the 12-year period. The annual carrying charge for interest and sinking fund on each million dollars of four per cent. 30-year bonds is \$60,000. With an issue of \$2,500,000 this will require \$150,000 of additional revenue each year. During the past four years there has been an average annual increase in taxes from real and personal property of \$404,000. As the assessed valuations of real estate in Providence are very conservative, there is every reason to believe that this rate of increase can be maintained or even bettered. It is safe, therefore, to assume that after taking care of a yearly increase of \$150,000 for carrying charges on bond issues there will be about \$250,000 each year for the normal increase in operating costs.

"The financial plan assumes that all expenditures for real estate will be paid out of bond issues, with the exception of such part as can be fairly assessed upon

abutting property specially benefited by the improvement. The Plan assumes, however, that all ordinary road construction costs should be met from current City revenue. It is unwise to issue 30-year bonds for street paving. Some States are finding that their roads have to be reconstructed before the bonds issued for their original construction have been paid off. The State of Rhode Island has built its splendid road system practically without recourse to bond issues. As a result, all monies go into construction; and nothing is required for interest on bonds issued many years ago.

"While assuming that ordinary construction costs will be met out of current revenue, three of the largest viaduct and tunnel construction projects (amounting to \$3,701,000) have been included in the \$24,000,000 bond budget. This leaves a total construction cost of \$13,656,000 to be met during the 12-year period from taxes or other current revenue. The 12-year program requires an annual expenditure from current revenue amounting to \$993,000 in the second year and increasing to a maximum of \$1,500,000 in the sixth year. It is recommended that this amount be obtained in part from general City tax revenues and in part, if feasible, from an apportionment to the City by the State of a portion of the automobile registration fees and gasoline taxes collected from within the City. It is eminently fitting that motor vehicle operators who are the chief users of City traffic facilities should pay more directly toward the cost of such facilities. Providence has forty per cent. of the population of the State and probably contributes in about that proportion to the registration fees and gasoline taxes collected by the State. If, as in some States, one-half of the fees collected from each City were returned to the City, Providence would receive about twenty per cent. of these fees which now aggregate about \$2,000,000. To make this possible without reducing the amount required for the State roads, it is suggested that the present gasoline tax of one cent a gallon be increased to three cents. This will increase the annual revenue (from fees and gas taxes) to over \$3,000,000 and the share going to Providence would be about \$600,000. With the estimated increase in automobile registration, this amount will double within the next ten years.

"It is also recommended that the City levy a special tax of one mill (or one dollar on each \$1,000 of assessed valuation) to be used exclusively for the 12-year construction program. This levy on the 1926 valuation would yield \$458,000. The annual yield from the tax will increase during the 12-year period to possibly \$675,000. This special levy may have to be supplemented by an annual appropriation of about \$100,000 from general tax funds for a part of the period. To secure this amount without handicapping other City activities, it is suggested that there be an upward revision of assessments in some sections where land values have greatly increased in recent years. . . . The levy of the 1 mill tax will increase the present tax rate of 23 mills about four per cent. It will have the advantage of providing a definite fund the proceeds of which can only be devoted to the purposes of the Plan. This will insure greater continuity and efficiency in carrying forward the 12-year construction program.

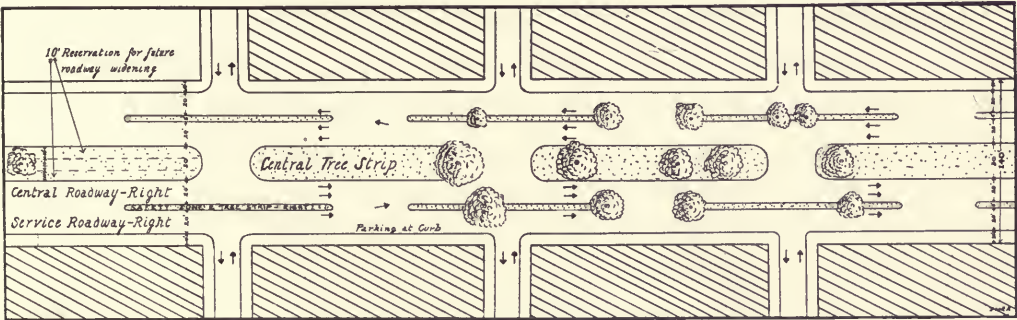
"While the financial program is based on a contribution from automobile fees and taxes by the State to the City, it is realized that the State may not authorize such contribution. In that event it would not be feasible for Providence to pay the entire road construction costs from current revenue. By issuing bonds, however, for the \$7,000,000 that under the construction program is to be expended for bridges and viaducts for grade separation purposes, the total annual amount to be met from taxes would average \$550,000, which would be just about met from the average yield of the 1 mill levy.

"Wherever the Thorofare Plan Board finds that the value of land abutting on an improvement will be greatly increased by carrying through the improvement, the Board should have power, with the approval of the Council, to order that not in excess of eighty per cent. of the cost of the land and buildings taken be assessed on such abutting property in proportion to special benefit. In most cases where the frontage on the improved Thorofare is or will become suitable for business purposes, an assessment of thirty to fifty per cent. of the cost of the property taken will consume much less than half of the actual increment in value due to the improvement. In many cities from fifty to eighty per cent. of the cost of important street improvements and extensions is assessed upon the frontages specially benefited by the improvement. In the 12-year financial program here submitted, only a very conservative use of the special assessment principle is assumed. The total cost of real estate is estimated at \$22,051,000, and of this amount it is recommended that \$1,855,000 or only about eight per cent., be specially assessed. In addition, it is recommended that on express roads where 20-foot service roads are provided on either side for access to abutting property, the entire cost of these service roads (amounting to about \$13 a running foot) be assessed directly on the abutting property. The total cost of these service roads is estimated at \$872,000 out of a total construction cost of \$18,239,000.

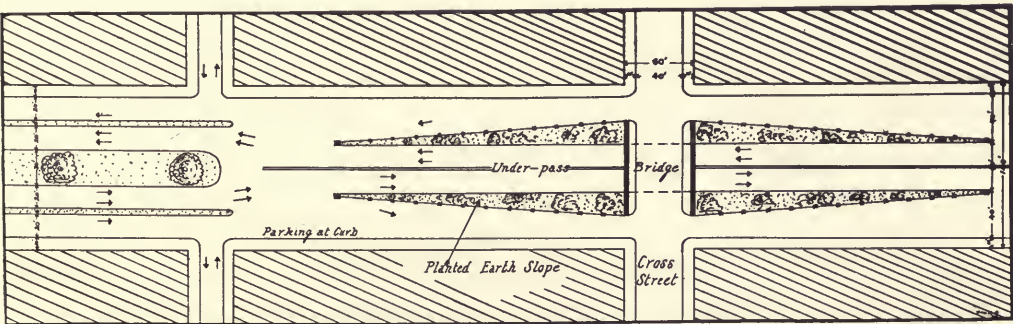
"The principle of excess condemnation can be used to a limited extent to secure to the City the special increment in value resulting from an improvement and also to secure a better and more attractive building-up of the new frontages. In appropriate cases the Thorofare Plan Board should purchase entire parcels instead of the part of a lot actually needed, or it should purchase property abutting on the improvement and not needed for it, and thus secure frontages that when the entire improvement is complete will have materially increased values. The re-sale of these frontages should substantially reduce the net cost of the improvement to the taxpayers."

On the sixteenth of November the Ordinance Committee held a public hearing which was attended by representatives of various civic organizations, by leading operators in real estate, by banking interests, and by others who quite naturally watch with care any proposal that involves new and large expenditures raised by taxation. At that meet-

ing there was evidenced a gratifying support and approval of the report in general. It is believed that as the plan is considered in detail by the Council its recommendations will for the most part be accepted and the necessary steps taken by State and City legislation to make possible a beginning of work on initial projects in the order of their immediate importance. Concerning that order, Mr. Whitten made it clear at the hearing that his belief was that the first expenditures and work should be in the heavily congested downtown area.



Typical Plan of Express Road



Plan of Express Road Underpass
Providence Thoroughfare Plan

TOWN PLANNING PROBLEMS IN CANADA

*By A. G. DALZELL, M. E. I. C.
Consulting Engineer, Toronto, Canada*

FOR over fifty years the territorial extent and form of government of Canada have remained practically unchanged; but since the beginning of the present century the country has undergone radical changes in its development.

In the decennial periods of the census, 1881-1891, and 1891-1901, the percentage increase of the population was practically the same, being 11.76 and 11.13 respectively. But in the next period 1901-1911, the percentage increase was nearly three times as great, being 34.17 per cent. During this period nearly one and a half million immigrants were admitted, but though there was what has been described as "the greatest rush for farm lands in the history of the world", it is significant that during the same period, 1901-1911, the increase in the urban population was over 62 per cent, whilst the rural population only increased 17 per cent.

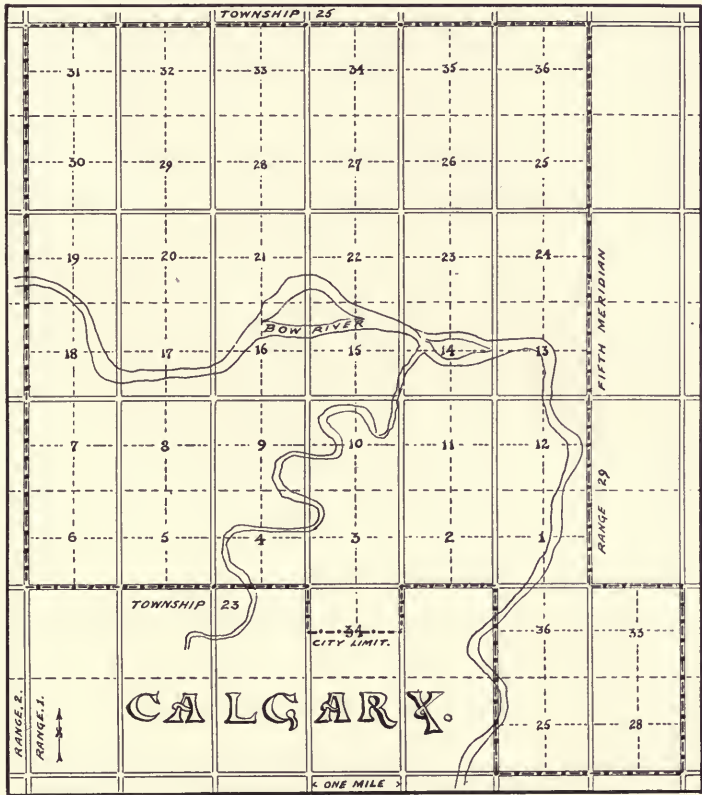
While this rapid increase of population had its effect on the development of some of the older established cities of the Eastern provinces, the opening up of the vast areas of agricultural land in the Western provinces brought into existence hundreds of villages, which grew into towns, and some into cities. It is only possible in this article to indicate some of the problems of development in these new communities.

The great plains of the West were surveyed on methods similar to those adopted in the United States. A township is six miles square divided up into thirty-six sections, each one mile square. Each section is legally divisible into quarter-sections of 160 acres, the area usually allotted for homesteading; and each quarter-section is again divisible into quarter quarter-sections of 40 acres.

When new towns were laid out adjoining railways, it was almost inevitable that the limits of the town should be defined by the lines of

the original survey; and the road allowances, originally designed for access to farm lands, usually became the main arteries of the town or city.

The first move of real estate operators was to secure homesteads or farm lands adjoining, or forming part of, a new townsite. Sub-



divisions were then made following the lines of the original survey, often regardless of any natural features such as ravines or watercourses. With very few exceptions the primary object of the subdivision was to sell as much land as possible, for as high a price as possible, no thought whatever being given as to the purpose to which the land would be put.

A principle generally accepted for subdivision purposes has been thus defined:

The unit, both as to depth and width of lot for which a plat should be built up, consists of the average shop in the business district, and the average dwelling in the residence district. Since the growth of cities leads normally to the conversion of residence land into business land, a uniform system of platting suitable for business purposes throughout the entire city is generally preferable. Such a system need not necessarily lead to small holdings in the residence section, although it has a tendency in that direction.

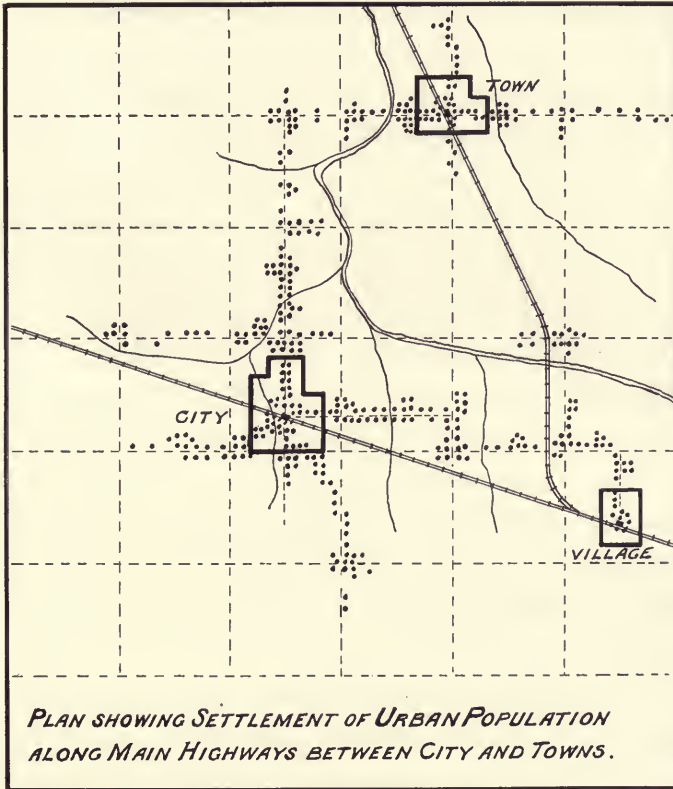
Following this principle it was quite common to divide 160 acres into as many as 1500 lots of uniform size with 25-foot frontage, and without any reservation of land for park or community purposes. The amount of land thus subdivided was extraordinary. Calgary and Edmonton, before they had secured a population of 50,000 people, had more land subdivided than Buffalo with a population of nearly half a million.

Land values soared to heights which now the boom is over appear ridiculous, but which were then generally accepted as quite proper. Some attempt was made to keep down the constantly rising price of land by levying municipal taxes on land values only, but the two cities that most strongly followed this policy reached the highest values,—stated by one eminent authority to be, in proportion to population, above that obtaining in any other region of the world.

The high price of land had the tendency to drive far afield those who were not speculating, but who wished to build homes at a reasonable cost. The dispersion of the population was aided by the rapid adoption of the electric street railway as a means of transportation. A standard carfare within city limits allowed people to settle at car terminals just outside municipal boundaries, and it is quite common to find a greater density of population in these outer settlements, than in any but the most central areas within the city.

The wide and constantly increasing use of the automobile has tended to still further spread the population. To facilitate automobile

traffic, highways connecting town with town have been improved and hard-surfaced. In the endeavor to get cheap land, and either to get away from building restrictions, or to get away from the evils that resulted from the want of proper zoning and building by-laws, settlement has taken place outside the city, along main highways and closely adjacent thereto.



This kind of development is a most perplexing one to serve with the essential sanitary services and public utilities. Water-supplies, though possible, are expensive, because mains are long and branches short. Sewer systems present much greater difficulties, as usually many drainage areas are crossed, and the problems of disposal are multiplied.

Whilst the high price of land has led to dispersion of population, it has also led to intensive use and congestion of land in the central areas. Even in small prairie towns it is possible to find tenements and apartment houses, erected on 25-foot lots of the same type that have been so long condemned in American cities. Being more or less isolated, they do not yet present the menace to society as when crowded together, but individually they are unhealthy miserable dwelling places, and it is a thousand pities that in the twentieth century, and in a new country, they ever found a place.

The wide spread and rapid growth of many Canadian cities has caused very high expenditures for municipal development, and the problems of municipal finance are serious. Commercial and industrial development is handicapped by high taxation, and manufacturers shun the cities where the tax rates are high, or endeavor to get some exemption from taxation by agreement with the citizens.

The high cost of land, and often the equally high cost of developing and improving the land to make it suitable for building, has in many places led to very indifferent housing, especially among the foreign immigrants. When cities are properly planned, land will be set aside for the erection of single-family dwelling houses, of no stated value, but erected according to well-considered zoning and building by-laws. Land so set aside for a definite purpose loses most of its speculative value, and will therefore be sold at a reasonable cost. At the same time it maintains a stable value, and the owner's investment in the property is well protected. Very little advantage has been gained by the placing of such large areas of land on the market ahead of development, and many are now coming to see that it is really more economical to insist that when land is set aside for building purposes, it should be provided with the essential sanitary services, water mains and sewers.

In many places, both in the East and the West, there is need to raise the standard of housing for industrial workers. The housing conditions of the Scotch miners of Nova Scotia (the new Scotland), though different in character, are no better in effect than the slums of old

Glasgow. The result is the same as in the old World,—industrial unrest, the spread of socialism and syndicalism. It is a hopeful sign that the great employers of the present time are now seriously considering the housing of their employees.

More attention, however, needs to be paid to the proper construction of houses suitable for the severe climate. Warmth in wintertime is too often secured only by inordinate expenditure on fuel, which not only adds to the cost of living, but to the labour of housekeeping. The constant migration of Canadians to the South and the West is largely influenced by unsatisfactory housing, the continual struggle with the elements. Any relief in the construction cost of houses seems remote. Very substantial relief in the cost of land, and its development for building purposes, which is often more than the cost of the building, could be secured if town planning were taken seriously.

Canada needs increased population, and desires British and Northern European stock. Great Britain has however very few agricultural workers to send abroad. The British farmer faces the same problem of shortage of experienced labour as the Canadian farmer. Great Britain can however provide thousands of trained workers for the industrial development of Canada. But successful settlement of these workers, under new conditions and with a different climate, depends largely on satisfactory housing, which is very unlikely if town planning is ignored.

In Canada, as in the United States, it is not yet fully realized that the proper use of urban lands offers the best opportunity for improving the living conditions of the mass of the people. To use land mainly as a medium for gambling enriches a few and impoverishes many. To allow land to be subdivided for building purposes mainly to secure profits for owners of real estate and their agents, may saddle a community with burdens that will be carried for generations. The constantly rising costs of municipal government, the provision of sanitary services, public utilities and street improvements can only be met through economies effected by carefully studied plans of urban development.

HOW THE PUBLIC SCHOOLS COÖPERATED WITH A CITY PLANNING COMMISSION

By RANDALL J. CONDON*
Superintendent of Public Schools, Cincinnati

IN CINCINNATI for many years there has been a definite movement toward the recognition of the value of city planning and toward the creation of a public sentiment which would support an official procedure in formulating and adopting a plan for the city.

This movement was fostered and encouraged by the United City Planning Committee composed of fine-spirited and intelligent citizens who, during a long period, gave time and effort to the cause. In the course of time this group of citizens came to have official standing with a definite share of public funds for the conduct of its work. Ultimately under the direction of this committee a complete study of the city was made by the Technical Advisory Corporation of New York, the results of which study covering several years were incorporated in the Official City Plan of the City of Cincinnati, a publication of two hundred and seventy-six pages with many accompanying charts and maps. This plan was officially adopted by the city two years ago and is now the law of the city. It is the first officially adopted by any city in the United States of the size of Cincinnati or larger.

“What you wish your citizen to be to-morrow, to do to-morrow, teach that to him in the schools of to-day.” Hardly a day passes but that some group, some individual, recognizing the influence of this factor of society, seeks the coöperation of the Cincinnati Public Schools in carrying out some desired project. During the war again and again important messages were thus conveyed to the homes through the children; e. g., the problem of conservation of food, of thrift, etc. At our invitation the Junior Red Cross entered our school room doors, making geography, history, literature come alive through suggestions of service which the children gladly performed, thus developing atti-

*The article was prepared with the assistance of Miss Logan, Assistant Superintendent, and also Mr. Roberts, Assistant Superintendent.

tudes and ideals of brotherhood as well as gaining information and acquiring skill.

Upon the completion of the Official Plan and its adoption by the city, the City Planning Committee presented each school with a copy of this comprehensive report. But even before this gift was received,



Photograph by Meyer Engraving Company

Model Village built in Carson School Kindergarten, Cincinnati

the vital problems of food, clothing, shelter, recreation, had been basic in the content of our Course of Study from the kindergarten through all grades in the elementary schools. The following is a report of a type of this work which was developed in the kindergarten of the Carson School in our city:

A KINDERGARTEN PROJECT IN CITY PLANNING

"The work began with the individual house. We had learned to build several kinds of homes with our large blocks from the simplest square house to the more elaborate type. In any community, schools, churches, libraries, and oil-stations are found, beside the various types of residences. These buildings were grouped on streets; yards were planned and decorated with flowers, shrubbery, and trees. At other times of the year the children had learned how to make street cars, automobiles, trains, bridges, boats, airplanes. The thought of using these models suggested the making of a town or village.

"In planning, a central figure was needed at the intersection of the streets. Our own Fountain Square with its 'Tyler-Davidson Fountain' served as an inspiration for our proposed town.

"Connecting our section with the heart of the city led to the building of a viaduct. Joining our city to other towns called for the construction of automobiles, street cars, trains, airplanes. Because a river borders our city, bridges and boats had to be built.

"When our village was planned, our attention was called to the addition of artistic details such as boulevard lights, traffic signals, sidewalks, curbing, trees, flowers, shrubbery, benches. Upon finishing these details, a survey of our town showed us that it could not grow without inhabitants. The village from then on was in the hands of the people whom we placed in charge. Each child was happy in contributing his share to the finished product."

The principal of Carson School, in commenting upon the value of the project, gave the history of the photograph which illustrates this article. This was taken by the father of one of the children, the proprietor of an engraving concern. His interest in the work in which his child participated and in photography, together with the desire of the teachers to have the picture as a permanent memento, resulted in the taking of this picture.

The project, upon its completion, was visited by the teachers and pupils of all the other rooms in the school, about eight hundred in all.

The Kindergarten Mothers in their regular club meeting at this time enjoyed inspecting the work of their children. Shortly afterward a Community Chest program combined with a parents' night afforded opportunities for several hundred other people to view this as well as the exhibits in all the rooms. The fountain with its flowing waters, the school tower with its clock, the "Stop and Go" signals, the various types of vehicles were observed with interest.

How may one evaluate such work and play? If worth-while results are obtained in one room of little ones in one school, what might not be accomplished through concerted effort?

A SCHOOL MANUAL OF THE PLAN

The copy of the "Official Plan of the City of Cincinnati" in every school afforded invaluable suggestions and aids to many teachers and pupils in evolving and carrying out similar projects in geography, history, and civics. Therefore, it was with great interest that the principals of the Cincinnati Schools listened to the plans of Mr. Alfred Bettmann, for many years chairman of the City Planning Committee and an enthusiastic leader in the movement which eventuated in the preparation of the report and its adoption by the city.

In response to Mr. Bettmann's suggestions the school authorities undertook to prepare a manual of suggestions for the use of the Official Plan in the schools.

A committee of three, one principal and two teachers, was designated by the office of the Superintendent of Schools to undertake this task during the past summer. Compensation for this work during the vacation period was made by the City Planning Committee, the responsibility for its direction being shared by the Assistant Superintendents.

The committee made a careful study of the Official Plan in order to select and arrange the materials:

1. To suit the stage of development of the pupils in the different grades of the elementary grades.

2. To offer such richness of content that there might be opportunity of choice for appeal to the interests of both pupil and teacher thus stimulating original and creative thought.
3. To emphasize continually purposeful participation. *Habits of Citizenship* as well as other habits are the results of *doing*.

An outline was prepared setting forth definitely the purposes for each stage of development suggesting continually the continuity and unity of the entire study. Out of this outline has grown a Manual offering certain content for each grade and suggesting various activities for its accomplishment.

This Manual after careful criticism by various groups is to be mimeographed and given to the principals and teachers of our schools for teaching purposes in their schools. After their careful study and use, their judgments will be considered in the revision of this material for printing and adoption as a part of our regular Course of Study.

In accordance with these controls the following problems were set up for the various grades:

- Grade I—Helping to Make and Keep Our City Beautiful.
- Grade II—Emphasizing the Health Problem in order to Show How We Must Work Together.
- Grade III—Studying Transportation Facilities (thus involving "Safety first"), street signs, needs for improvement in local neighborhoods; interdependence of communities, enjoyment of beauty.
- Grade IV—Planning Playgrounds and Parks—location of present ones—suggestions for others—means of transportation—types of recreation and enjoyment—our part in carrying out the plan.
- Grade V—Influence of the Topography of Cincinnati on the planning for residential, industrial and recreational purposes in our city in the past, present, and future:
 - I. Along the River Front
 - II. In the Basin of the City
 - III. On the Hill Tops

- Grade VI—Comparing our City Plan with Plans of Ancient and Modern Cities in order to understand and appreciate more thoroughly the work of the Commission in developing civic ideals and attitudes.
- Grade VII—Understanding the Reasons for Zoning—a concerted plan for sharing in the improvement of our city as a whole.
- Grade VIII—A Cultural and Comprehensive Study of Why We Have a City Plan—involving the physical reasons why a city developed here—what are its limitations and possibilities—how to use these so that the Athenian Oath may not be mere verbiage, but that each pupil may so live that he may say with sincerity, “In all ways we will transmit this city, not less, but greater, better, and more beautiful than it was transmitted to us.”

This reference to the Athenian Oath in Grade Eight grows out of the fact that in every eighth grade in the city there is a Civics Club,—a unit of the Civic and Vocational League founded in 1915 upon the Athenian Oath and having for its motto: Know your city; Love your city; Serve your city.

The children in every grade are studying Cincinnati. They are learning to know the city not only as it is to-day but as it has been; and out of the past and present they are planning a finer future. In many ways they are serving the city; and service begets as well as expresses love.

Longfellow once wrote of Cincinnati as the—

“Queen of the West in her garlands dressed
On the banks of the beautiful river.”

What the children of the Carson Kindergarten have done in building their city of dreams, the children in all the schools are trying to do by helping to create an understanding as to what a well-planned, convenient, and beautiful city should be. So, and only so, shall the city plan become a reality and the poet's prophecy become fulfilled.

THE REBUILDING OF CITIES AFTER DISASTER

By JAMES FORD

Executive Director, Better Homes in America

IN the fiscal year ending June 30, 1924, 192 disasters are reported to have occurred at home and abroad which summoned the aid of the Red Cross. In the vast majority of cases, the problem was one of relief, but each year with surprising regularity there occur one or two disasters so extensive that hundreds and possibly thousands of homes have to be rebuilt, and thorough-going reconstruction of large numbers of municipal buildings and public utilities becomes necessary. This article deals primarily with disasters of first magnitude, though some of its suggestions would be applicable with modifications to other cases.

The most thorough-going destruction of urban property has been caused by earthquakes, of which the most conspicuous examples will be found in the story of Pompeii and Herculaneum, in ancient times, and of recent years in Tokyo and Yokohama. The San Francisco earthquake of 1906 was the most comprehensive disaster of its type which has been suffered in this country, particularly because it was accompanied by conflagration. The Santa Barbara earthquake of 1925 was, however, sufficiently extensive to make general civic plans for reconstruction possible.

More frequent in the United States are conflagrations which wipe out commercial, industrial, or residential areas involving scores and sometimes hundreds of city blocks. Tornadoes are not a frequent source of wide-spread destruction of urban property. The path of tornadoes is so narrow that the civic problem created is primarily one of relief and housing betterment, rather than of municipal rebuilding. The tornado last year in Murphysboro, Illinois, and the recent hurricane in Florida demonstrate, however, that disasters of the latter type may be of sufficient magnitude to make possible not only comprehensive plans for city rebuilding, but also, conceivably, regional planning as well.

Tidal waves, as in the case of Galveston, Texas, in 1900, and floods, as for instance the Johnstown, Pennsylvania, flood of 1889 and the more recent flood in Pueblo, Colorado, are sometimes of sufficient scope to involve extensive municipal improvements. The World War, however, adds to this list the most devastating and (with the possible exception of conflagrations and floods) the most preventable of all human calamities, completely destroying as it did in France alone 2,000 cities, towns, and villages, and involving drastic rebuilding in hundreds of others.

TEMPORARY HOUSING

The housing problem immediately following the calamities has two distinct phases. The first is to provide temporary accommodations for the population dishoused and the second is to rebuild their homes. The use of tents, supplied by the ever-ready quartermaster's corps of the nearest army station, is a usual recourse when conditions of weather and climate permit, but is necessary only when the disaster is extensive, for otherwise the population can be quickly absorbed in the homes of friends. Congregate housing in churches, schools, armories, and other public buildings should be avoided where possible, as it is needlessly unwholesome and discouraging and interferes with normal family life.

This first type of housing should be outgrown as rapidly as possible, and hence planning for rebuilding should be undertaken immediately after the disaster by a committee which includes competent experts. Or still better, as I shall point out later, there should be in every city a group of citizens at work on the development of future city planning and housing who have accumulated experience and data and are prepared to advise competently and act effectively when the disaster occurs.

For some cities there has been an intermediate stage of doubtful value. Shack towns have been constructed, nominally to serve for temporary housing. This was done on an elaborate scale in Messina, Italy, following the earthquake and is described in a book by Captain Reginald Rowan Belknap, U. S. N., entitled "American House Building in Messina and Reggio". It was done also at San Francisco in 1906

and at Galveston in 1900. I have been informed that many of these "temporary houses" are still in use in all three cities, and that as permanent residences they are often inferior to the types of homes in which their occupants previously dwelt. They are also an eyesore if not actually a menace, tending to thwart improvement in the standards of living of the families or districts in which they are found.

RECTIFYING MISTAKES OF THE PAST

The essential fact to be kept forcibly in mind on the occasion of comprehensive urban disasters is that they offer an opportunity for a city to undo its mistakes of the past, to prevent or guard against recurrence of similar or other disasters in the future, and to facilitate or promote a general levelling up of civic standards.

The rectifying of mistakes of the past is most clearly and most easily exemplified in the case of conflagration. The cities of France and Germany amply demonstrate the possibility of eliminating needless fire hazards by adequate fireproofing and of making a conflagration a virtual impossibility. It has become a byword that America "builds cities to burn". Yet data are easily accessible, especially from the National Fire Protection Association, outlining practical measures which, if applied, would eliminate the conflagration risk in every American city within a generation or less without unduly overburdening the city governments or property owners with expenditure or tenants with increased rents.

Adequate information on these matters can be found and should be utilized by city councils and building departments in revising their building codes. The "Minimum Requirements for Small House Construction" issued by the United States Department of Commerce and "The Model Housing Law" prepared by Mr. Lawrence Veiller, Secretary of the National Housing Association, provide ample suggestions, all tested by experience. The fireproofing provisions of the "Building Code" recommended by the National Board of Fire Underwriters, are also useful. By framing and enforcing an adequate building and housing law and by carefully studying and following the excellent reports of the

National Board of Fire Underwriters for each of our American cities, the chief sources of conflagration risk can be attacked, and conflagration, the most prominent and most frequent source of comprehensive disaster, can be virtually eliminated.

The mistakes of the past include, also, inadequate diking against floods or the permission of building in areas where floods are certain to occur.

In earthquake areas a study of types of buildings which are relatively earthquake-proof should be made, and types of construction which cannot withstand earthquake shock should be prohibited. Thus, Santa Barbara discovering that nearly 7,000 chimneys were cracked or destroyed by its earthquake of 1925, found it desirable in its new building code to permit chimneys to be constructed only of metal flue, covered with metal lath and plastered above the roof line. Finding also that weak mortar did not withstand the strain, the Council passed an emergency ordinance requiring all mortar to be composed of not less than five parts good sand by screened test, to one part of lime slaked fourteen days, and one part of cement. New, larger, and stricter fire districts were established, and a number of other special additions to the law were made to provide for better tying and bonding of parts, so that in case of future earthquakes, buildings would sway as a unit and thus escape collapse. Overhanging cornices and poorly secured ornamentation on buildings must similarly be prohibited or strengthened in earthquake areas.

Equally prominent among the mistakes of the past are imperfect planning of streets, unfortunate location of public buildings, and inadequate provision for parks and playgrounds. A disaster of the first magnitude, no matter how seriously it may impoverish the community, offers an unparalleled opportunity for effective replanning. Narrow streets can be widened, new highways may be cut where needed, public buildings may be grouped or scattered according to need. The city which has previously neglected the welfare of its children may see to it that there is adequate play space for all. By careful consideration of

orientation of buildings with reference to streets, lots, and neighbors, every rebuilt home not only may be of sound construction but may have an abundance of fresh air and sunlight, open land about it, and something of beauty, as well.

THE REBUILDING OF SALEM

Most American cities have apparently learned no lessons from their own experience with disaster and have failed to profit vicariously from the experience of others. There are, however, two notable exceptions, Salem, Massachusetts, and Santa Barbara, California.*

The Salem conflagration, which occurred on June 25, 1914, covered 256 acres, beginning with an explosion in a sheepskin factory and feeding upon frame houses and buildings of second-class construction alike. Altogether 1,792 buildings were destroyed. Of the \$700,000 collected as a relief fund, the Salem Fire Relief Committee decided to turn over \$100,000 to promote housing rehabilitation. The Salem Rebuilding Trust was formed under an indenture which is legal in Massachusetts (though it might be necessary to incorporate in other states), and the building fund was turned over to them.**

After the arrangement for loans had been made, a tract of land was bought by the Salem Rebuilding Trust, and fifteen semi-detached houses of excellent architectural design and construction were built and paid for by the Trust to serve as a model for reconstruction.

The State Legislature of Massachusetts in Chapter 777 of the Acts of 1914 enacted that the Governor with the advice and consent of the Council should appoint a Commission of five persons, citizens of Salem, to be known as the Salem Rebuilding Commission. The Commissioners were to serve without pay and hold office for three years from the date

*A third, Baltimore (1904), might be mentioned but has been omitted because the improvements were confined to street widenings and extensions and the rebuilding and enlargement of docks and waterfront. No residential area was destroyed by the Baltimore conflagration, so no improvements in housing resulted.

**As many owners of property had been underinsured and were able to secure only a 60 per cent first mortgage from the banks, more than \$50,000 was employed on second mortgages, the usual amount granted being \$500 and seldom more than \$1,000. The money loaned on second mortgages by the Rebuilding Trust was at the rate of four per cent because the object was not to make money but still to have the borrower feel the responsibility.

of their appointment. The Commission was to have charge and control of the construction of such public buildings as might become necessary to meet present and future needs as a result of the conflagration, and was given authority to take by eminent domain such land as might be needed in such parts of the city as it might think proper.

The Commission and its agents were given sole authority to grant permits for the erection of buildings and make regulations as to their location and size and the materials of which they should be constructed. They were given power to establish, define, or change the boundaries of any public park, square, street, way, or sidewalk in the burnt district, and over the "discontinuing, laying out, relocating, altering, widening, or repairing" of any public way. They were further given authority to "discontinue, lay out, relocate, alter, widen, or repair" any street or way outside of the burnt district if it was deemed necessary to do so in order properly to carry out the reconstruction and development of the burnt district, and were given authority to take by eminent domain such property as might be needed for the purposes of the Act.

The report of the Salem Rebuilding Commission and the Act under which it was constituted are the most valuable documents on the rebuilding of devastated areas which America has yet produced. In the words of the Commission, the conflagration was "a clean sweep but a chance for a fresh start." At the time of the fire, Salem had only a fragmentary building code but a committee of the Salem Chamber of Commerce had nearly completed a new code for consideration. The Rebuilding Commission was therefore able within a few weeks to draw up a new code which prevented further construction of the wooden three deckers and the four-story wooden tenement houses such as are found in many other New England industrial cities, and substituted types of dwellings limited to two and one-half stories in height. Fire-resisting construction was required.

Salem had appointed a City Plans Commission three years before the conflagration which had already issued a report and planned for improvements in December, 1912. Many of the recommendations of

the report became practical after the fire. With the city plan as a basis, the Commission was able to present plans and estimates for street widenings, extensions, and improvements at the first meeting of the Rebuilding Commission, held July 8, 1914. Eight days after its first meeting, the Commission was able to issue a list of streets which were not to be changed and was ready to approve locations and lines on those streets where owners might erect buildings. By following the recommendations of the City Plans Commission, a number of much needed improvements were made on other streets.

As the conflagration had destroyed the trees of the burned area, 925 trees were planted, or 353 more than had been burned. One large public park and two small ones and one new playground were established by the Commission in areas where they were found to be necessary as a result of the growth of the city. A school and two fire-engine houses were also constructed by the Commission.

The total expenditure of the Commission amounted to \$864,543. Its advisory architect, Mr. C. H. Blackall, states that the assessed valuation of the whole property within the burnt district at the time of the fire was about \$5,000,000. The assessed valuation three years later, notwithstanding the fact that 35 per cent of the burnt district was still unimproved, was approximately \$6,800,000. The total population of Salem at the time of the fire was 47,000. That number fell off to 37,000, as many families of small means moved to other cities in search of labor. Fifty-six per cent of the manufacturing concerns of the city disappeared, many of them doubtless because the building regulations "would not permit the cheap, inflammable type of construction for factories and mills which is so largely the rule in our New England cities." But as Mr. Blackall remarks, "while this seems like a loss to the city, it is a question whether it is not a gain.

"The building law of the fire district has provided for a greater amount of open spaces around wooden buildings and multiple dwelling houses than existed before. This also, it was claimed, would be a hardship. It has not so proven, and what slight drawback some speculative

builders might find in such provisions is more than offset by the added safety of the city and the increased social and sanitary conditions.

“When the building law was first adopted, the prediction was freely made that as soon as the Commission went out of office the city would abolish all of the restraints on cheap building and revert to the conditions before the fire. It is of interest, therefore, to note that the building law of the city, which will be in force after the Commission ceases its labor, includes all of the provisions which have been applied to the burnt district, together with many added ones relating to strength of material, housing, etc., and that whatever value may lie in the requirements which the Commission has made will continue to apply to the construction in the future and that Salem will not go backwards in matters of building construction.”

THE LESSON FROM SANTA BARBARA

Santa Barbara on June 29, 1925, suffered an earthquake of an intensity rated between 8 and 9 on the Rossi-Forel scale (the intensity of the San Francisco earthquake was rated between 9 and 10). The property loss was roughly estimated at \$10,000,000, most of which, in the opinion of Mr. Charles H. Cheney, Consultant to the Santa Barbara City Planning Commission, might have been avoided if the city had had proper building laws and adequate enforcement. In this city of nearly 30,000 people, only 11 persons were killed and 25 injured by the earthquake, but practically all poorly constructed buildings were destroyed or seriously damaged.

San Francisco, when meeting a similar experience, had failed to take advantage of Burnham's plan for the city's development, and in its reconstruction had, in the words of Mr. Irving F. Morrow (“New Santa Barbara” in *The Architect and Engineer*, July 1926), “promptly confirmed all the old errors almost beyond hope of repair”. Santa Barbara, however, had the wisdom to make use of the existing city plan and of the excellent advice and assistance of the Community Arts Association, and has profited more than any other American city from its adversity. For years the Community Arts Association had been



Photographs by courtesy of Better Homes in America

Bothin Building, 905 State St., Santa Barbara, before the Earthquake



Lionel H. Pries, Architect

Bothin Building remodelled, completed in December 1925



Estado (State) Street, Santa Barbara, after Earthquake of 1925
Block containing stores at 905 and 928 illustrated herewith



Soule, Murphy & Hastings, Architects

Store, 928 State Street, Santa Barbara, remodelled to two-story building,
completed in December 1925

interesting the people in the importance of civic beauty. A program to preserve Santa Barbara's Spanish character had been formulated before the earthquake and had been widely accepted.

The City Council under Ordinance 1256, adopted on July 17, less than three weeks after the earthquake, established an Architectural Board of Review with purely advisory functions. This board co-operated with the Building Department, considering every plan submitted from the point of view of architectural design and its relation to adjoining buildings. Any difference between the board and the property owner had to be submitted to a hearing before the City Council. The board was composed of two laymen and three architects, and the excellent advice which it offered to private builders was the first of several important constructive elements in the rebuilding of Santa Barbara. The board was also charged with jurisdiction over public structures.

The City Planning Commission and Committee of Public Safety also appointed a strong Architectural Advisory Board of approximately fifty persons, and this board, in turn, established the Community Drafting Room through the House Planning Service Bureau of the Community Arts Association to help home builders secure house plans and to improve the designs of houses, as well as to advise on structure and materials. The latter organization was able, also, to help materially in the redesigning of old façades, and to demonstrate that new and attractive exteriors could replace old and ugly ones with no increase in rebuilding costs.

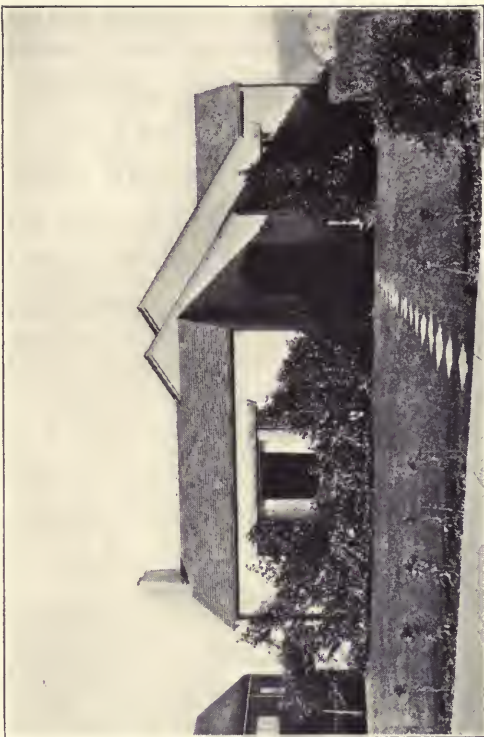
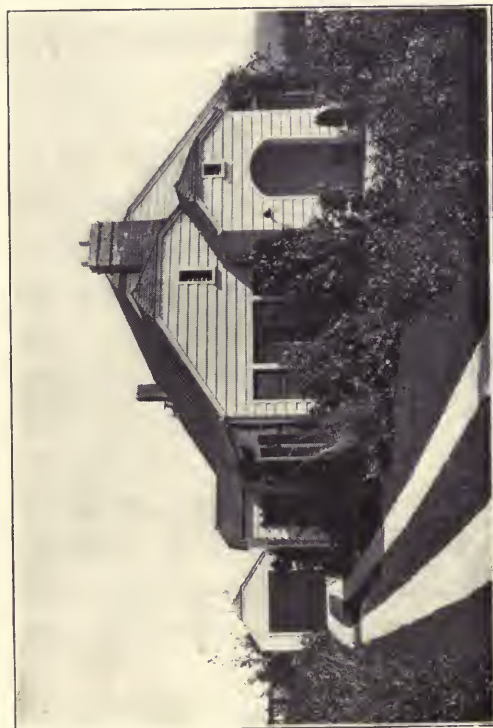
Legal technicalities led to the withdrawal of the original Architectural Board of Review, but the existing powers of the Building Department and City Planning Commission on the one hand and the admirable educational work of the Community Arts Association and the Architectural Advisory Board and the Community Drafting Room on the other, have led to remarkable improvements in the fields of both city planning and housing, and bid fair to give Santa Barbara a leading place among American cities from the points of view of community organization and civic beauty.



Photographs by courtesy of Better Homes in America



Temporary house built by the Red Cross



TYPICAL NEW HOMES IN SANTA BARBARA

Probably the most notable achievement has been the widening of State Street, by arcading under the buildings. Property lines were not disturbed but owners were induced to give the city an easement to a sidewalk right of way on the ground floor. The sidewalk was then moved back into an arcade under the buildings, adding the width of the original sidewalks to the width of the street. No condemnation proceedings or costly purchases of property were necessary, and the Spanish character of the architecture and consistent beautification of the street for many blocks was assured. Many other city planning improvements recommended by the City Planning Commission were adopted, including a new and adequate building code, which had been prepared before the earthquake, and a zoning ordinance. A major traffic street plan and a park and boulevard plan have also influenced the rebuilding of the city.

The most notable improvement in Santa Barbara as compared with Salem has been in the rebuilding of small houses. For several years the Community Arts Association has been holding architectural competitions for the best small house designs, and had just completed, a month before the earthquake, its first Better Homes demonstration in coöperation with the national organization, Better Homes in America, Inc. Miss Pearl Chase, Secretary of the Community Arts Association, was chairman of the Better Homes committee. Several inexpensive houses of attractive design had been demonstrated, and were so well built that no one of them suffered in any way from the earthquake. Immediately the committee set about its plans to advise in small house architecture and construction, and through the Community Drafting Room was able to provide sound advice based on extensive practical experience. Hundreds of small home owners have taken advantage of their service, the quality of which is so high that in 1926 the Santa Barbara demonstration received first prize among the 2,964 Better Homes committees established in cities, towns, and villages throughout the United States. With such a background of experience, high standards, and practical energy any American city would be able to turn a disaster into a community asset.

CAN AMERICAN CITIES PREPARE FOR THE DISASTERS OF THE FUTURE?

From the foregoing statement certain facts should stand out. The first is the lack of building and housing legislation and of adequate city planning in American cities. Much less loss would have been occasioned by the great disasters of the past if adequate attention had been given to these matters. The second noteworthy fact is that few American cities suffering a calamity have profited by it, most of them committing again the errors in construction and planning of the period preceding the disaster. A third fact of importance is that our cities which have so far escaped serious calamity have failed to profit by the experience of their neighbors who have. Fortunately, there are exceptions to this rule in the case of a few California cities which are taking the possibility of earthquake into consideration in forming their building codes, and in a number of cities which have profited by the advice of the National Board of Fire Underwriters and the National Housing Association in forming their building codes or which have employed the services of expert city planners in making comprehensive plans. The fourth fact, however, is more encouraging. At least two American cities have proved by their experience the practicability of profiting by adversity, and have emerged from disaster with more provision for safety and soundness of construction and more of civic beauty and convenience than when they entered.

Prevention of future disasters or reduction in their magnitude can largely be accomplished by sound building legislation. Every building department and every city planning commission should carefully consider the sources of possible conflagration, and cities in earthquake, flood, or cyclone areas should prepare for such disasters, as well. Failure to do so should be rated in the public mind as culpable negligence.

After the disaster occurs, it should be recognized that it is not so much a calamity as an opportunity. From the ashes of our ruined cities may emerge the model towns and "garden cities" of the future.

A comprehensive policy to assure the above would involve some or all of the following factors:

First, every city should have a comprehensive city plan prepared by experts. This is advisable in every case irrespective of the possibility of disaster. The comprehensive plan, which it may take years to prepare, will, however, prove invaluable if a disaster occurs.

Second, every city should have a building department operating under an adequate building and housing law. Its officials should be intelligent and courageous in enforcing it, open-minded with reference to needed changes, but always insistent upon securing, by such changes, higher standards of soundness of construction and the continuous improvement of the healthfulness and wholesomeness of living conditions, especially for the wage-earning population and other families of small means.

The third essential, and one which should be recognized in the city plan, is as exact a definition as possible of the ultimate "personality" of the city. A carefully formulated ideal of the type of community which can ultimately be developed, involves a conception of the styles of architecture to be preferred because of their appropriateness and beauty in public buildings and in homes. It involves, also, forethought for the placing and grouping of public buildings, for the location and arrangement of commercial and industrial areas, for block and lot divisions, height limitations, and setbacks for commercial and residential areas, and provision for the amenities of life through park systems and playgrounds, street planting, waterfront developments, and vistas. These are not matters exclusively for the city planning commission. For the Community Arts Association of Santa Barbara has clearly demonstrated the importance of having an enlightened group of citizens at work on the study of such problems, on the formulation of ideals, and the education of the local populace.

Upon the occasion of disaster, the city plan commission, building department, and civic improvement committee should immediately take in hand the problem of rebuilding the city, applying the higher standards already formulated. A 'special citizens' committee will probably have to be established, representing these and also the business agencies of the city, and disaster-relief commissions and committees

(for frequently there are both). Housing rehabilitation should be conducted subject to the approval of plans with reference to their architectural type, in addition to the approval with reference to construction and materials conducted by the building department. Whether this proves possible or not, a home builders' clinic is indispensable to advise on the remodelling of partially destroyed properties and to provide plans of well-designed and artistic small homes, which can be secured from the Architects' Small House Service Bureau (a non-profit organization, established by the American Institute of Architects to serve families of small means) and from local architects or other available sources. If there is a local Better Homes in America committee (three thousand American cities, towns, and villages have them), it might well take charge of this service as a branch of the general committee and in coöperation with the local chapter of the American Institute of Architects.

A crucial question is one of finance. This problem is being considered by the League of Nations, and may lead to some form of international insurance against disaster. But as the United States may not participate in this if developed, immediate alternatives have to be suggested. National public insurance may be an ultimate possibility, but for the immediate present the chief source of help is made up of the colossal relief funds which are usually forthcoming for the stricken city. On some occasions such funds are more than large enough to meet actual needs of relief and can be applied in large part to housing rehabilitation. The prevailing methods of housing rehabilitation are described in detail in the "San Francisco Relief Survey" published by the Russell Sage Foundation. They are inadequate because they do not safeguard and improve housing standards, though excellent in their application of the principles of social case work. They are designed to restore families to home ownership and financial independence as rapidly as possible. As first mortgages can be secured from banks, the problem is one of providing large second mortgages with reasonably long periods of amortization. Often the builder will have no equity, and the two mortgages will have to cover the entire cost of construction. But it should be wholly possible for the committee in charge to refuse loans

except where plans are approved, and by this means standards of architecture and construction can be kept high and the percentage of the lot to be covered can also be specified, providing for adequate light and air on all four sides of the house. Re-subdivision of blocks having unduly narrow lots, or the re-grouping of houses on combinations of lots, may be possible with the approval of the city planning commission and the city council.

In carrying out the city plan after disaster, there is a possibility that the program will be thwarted by the fact that the city has already reached its debt limit. Under such circumstances it may be necessary to have the debt limit extended by the state legislature. This body should be made to see the importance of seizing this opportunity for civic improvement. The wisdom of making the municipal improvements subject to benefit taxes in special assessment districts must be considered.

Another possibility remains,—the development in America of a huge rebuilding fund, to be used by cities which have suffered disaster, subscribed to by one or more of our existing large foundations or by a new foundation created for the purpose. The method to be employed might perhaps be modelled on that which France employed in the rebuilding of her devastated area. The French government in this case met the cost of exact restoration, and private individuals (as for example, Miss Anne Morgan) or private organizations (The Renaissance des Cités) provided the cost of what they termed “amelioration”, i. e., the extra cost involved in providing higher standards in city planning and in the rebuilding of houses, schools, and other buildings. Thus in America the cost of restoration might be met in the usual ways, but the cost of raising community standards might be met out of a private revolving loan fund created for the purpose.

By these means any city in ruins might emerge a model city, distinctive in its plan and architecture and in its provision for community welfare. Like Santa Barbara, other American cities may thus demonstrate how “Sweet are the uses of adversity, which, like the toad, ugly and venomous, wears yet a precious jewel in his head.”

EUROPEAN IMPRESSIONS

By ARTHUR C. COMEY

A TRIP including official visits to thirty-five cities in seven nations and participation in an international congress, all within forty-eight days, has a certain value in producing a general view of European conditions while sacrificing all possibility of accuracy or thoroughness of observation. Such was the city planning tour of the Federated Societies in August and September, 1926, in conjunction with the International Housing and Town Planning Congress at Vienna and the Congress tour of one hundred and twenty-five persons succeeding it.

To an American city planner certain impressions stand out vividly. Although I hardly agree with Dr. Gibbon of London, who remarked at the Congress that were all the good things, each of which is already being done somewhere in housing and town planning, all done in a single place, conditions there would be ideal, I do believe that it is the things being well done in various parts of Europe that merit chief study. In a hurried trip at least, it is too difficult to ferret out underlying causes to warrant much time being spent on the examples of what not to do. Furthermore, it is the activities since the war that are the most significant.

Broadly speaking, the energy displayed in most European cities proves man's ability to surmount adversity by simply increasing the ratio of earnings to spendings until new wealth produced by labor replaces that lost in war or in other ways. On the other hand Europeans seem to insist on something worth while from life as they go along: for example, the poorest have flowers in window boxes and in their vegetable gardens. Another notable matter is the general single-minded service of their officials, who thus seem to approximate private efficiency in government activities. A fourth point is that in proportion to values larger revenues are secured than in America, with which to conduct the affairs of the city, one result being an invigorating redistribution of

wealth, another a high standard of civic service. Finally, in parts of Europe particularly, the people reap great material advantages from their orderliness and readiness to coöperate. All these things have a very direct bearing on city planning and building.

A sixth factor complicating the present situation—the large unemployment still in evidence due to the war—has paradoxically enough resulted in certain large projects of great permanent value being carried out that might otherwise never have been attained. Thus in Liverpool twenty-one miles of radial and circumferential highways, for the most part boulevards one hundred and twenty feet wide, have been constructed, and many similar road projects have been carried out elsewhere in England to give work to the unemployed. In several Middle European cities they have produced great recreational grounds with stadia and swimming pools, all treated architecturally and with effective planting. There is a marked increase in athletics throughout the continent, the “Sokol” organizations of Czechoslovakia being leaders with one-fourteenth of the population participating.

To-day, however, the greatest activity of all is in housing. Finding a condition, not a theory, confronting them, European countries have without exception resorted to government building or financing or both. In Great Britain over seven hundred thousand dwellings have thus been built, usually by the municipalities, and of these only one in sixteen are in tenement houses. The monotonous row of the last century has likewise disappeared, not more than twelve houses to the acre being the rule, with due regard for site planning in the layout. The garden suburb idea has been sold to a nation.

Letchworth Garden City, now growing but slowly, is still an inspiration, though its essential feature of separation of communities by permanent open spaces has not been adopted in the recent housing activity elsewhere. The satellite garden city of Welwyn, twenty miles outside London, splendidly demonstrates the same ideas. Its single great coöperative store and branches supplying the inhabitants with a wide choice of goods is a unique contribution. Advances are also being

made in house planning and facilities. In several municipal housing developments in England the "all-electric" house is being supplied the wage earner at no increase in cost.

The garden suburb idea has influenced housing on the continent also: everywhere the self-contained cottage is recognized as the ideal, though as yet considered unobtainable in many cases. Even in Vienna, where tenements, often with but one or two rooms per family, have been the type for many years, the great municipal project, now nearly completed, of housing twenty-five thousand families in five years includes one in four in cottages with gardens. Amsterdam, where land is to be had only at great expense for filling or diking, has a few garden suburbs, and Paris, another tenement house city, has constructed several such groups. In the area of northern France devastated by continued heavy fighting, village after village is entirely rebuilt, though unfortunately seldom with any architectural beauty. However, at least one large housing project, that by the Chemin de Fer du Nord near Tergnier, is a splendid proof of the suitability of the garden suburb on the continent. Throughout Europe wherever homes with gardens are offered they are eagerly sought. The people garden naturally. Flowering plants and vegetables are immediately planted, so that even the first year of occupancy the bareness of masonry and earth is done away with, and after three or four years these suburbs are veritable bowers. On the continent livestock such as rabbits, hens, pigeons and goats are raised extensively in addition to vegetables and fruits for family needs, thus constituting a very real asset in the family income.

With the crying need for dwellings and the vast activity meeting it, it is but natural that housing matters occupy center stage. The international congress was devoted largely to them, the chief controversial point being one of very practical politics (in the better sense of the word):—Shall the government continue to build houses to meet the need indefinitely, or cease when the present emergency is relieved? Only time will tell. This was the first congress under the auspices of the International Federation for Town and Country Planning and Garden

Cities in which the housing group was given a prominent place, with the result that the organization has again changed its name, to the International Federation for Housing and Town Planning.

Europe is modernizing itself in other ways also at a rapid rate. Railroads are being electrified, not only suburban lines such as those leading out of London, but also long stretches, as in Bavaria with its new hydro-electric power, and even Holland where energy must be generated from coal. Waterways are being extensively used and in Germany there are a number of ambitious new projects. Highways are for the most part up to their pre-war standard of surfacing, and many cut-offs, by-passes around villages and even new routes, such as the relocated Great North Road out of London, are open or under construction. Throughout Europe streets within cities are being widened bit by bit as opportunity offers by setting back new buildings. Even the Strand in London is being widened twenty feet in this manner along its most expensive section near Charing Cross. The Boulevard Haussmann in Paris is being cut through solid blocks to complete the great thoroughfare plan of sixty years ago.

Liverpool, Glasgow and other British cities are acquiring for suburban parks many of the fine estates which changing times have thrown on the market. At the moment some of these are being damaged esthetically by over-planting to secure the maximum of flowers without sufficient regard to the principles of landscape design, but Rouken Glen outside Glasgow is a model of restrained yet effective adaptation of such an estate to public use. In the new republics on the continent the royal palaces and gardens are almost without exception being preserved as public museums and parks, though it is difficult to see how they can afford to maintain them all. Small parks and playgrounds are rounding these out into a system within reach of every one. Dr. Schmidt of Essen declared the civic ideal for the Ruhr District to be that the benefits of civilization should reach ninety-five per cent of the people and not five per cent merely, as has often been the actual case.

In such places as Chester and Oxford in England, Nuremberg and Rothenburg in Bavaria, and Prague in Czechoslovakia there is a particularly vigorous policy of retaining the unique character of the city, whether it is becoming a metropolis or not, by architectural control, diversion of through traffic, and similar means. In Prague for example a large map shows, in red, extensive areas, particularly in the old picturesque sections, where no building may be altered or replaced, except that in case of proved necessity changes may be made in strict conformity to the atmosphere of the place. This map also includes modern buildings of note, such as the new railroad station which, by the way, is named Wilson Station and fronts on Hoover Street. The small recreation islands in the river have been rechristened the American Islands, in appreciation of our part in making secure Bohemia's freedom. On the heights above the city crowned by cathedral and palace they are hard at work restoring and unearthing early remains, hitherto unknown, many of them well preserved. Moreover the same policy is expanded into the countryside, where historic and scenic preservation laws protect the interest and beauty of the landscape for future generations. In England we saw such areas as a tract at the head of Derwent-water acquired by an energetic private organization for public enjoyment.

European forestry is no new development, but it is worthy of note that German cities are acquiring forests formerly royal as permanent open spaces, thus assuring belts of green comparable in extent to the separating belts of the garden city projects. The great forests of Belgium are still intact, and shade and fruit trees still line the roads into France, except in that comparatively narrow zone where actual gunfire levelled everything in its path.

Dresden at least has embarked on agricultural zoning, prohibiting by law without compensation buildings other than farm buildings, and a law is being sought in Saxony to permit such zoning outside of city limits, thus constituting a thoroughgoing basis for state planning. Food for thought is also contained in the utterance of K. C. Van Nes, Holland's only landscape architect as we understand the term, who urges

that the people should be housed in healthy but compact garden suburbs and should not be allowed to flock out of the Dutch cities to live in the country, as soon they will overrun all the few wild areas of Holland, and "What is a country without country?"

The technique of many of the activities observed in Europe is not directly applicable to the United States, yet the value from studying them is just as real, if only that one may realize that there is more than one effective way of doing things. Europe is not only accomplishing things today but is looking ahead and confidently planning for a great future. It is not waiting until the shoe pinches before preparing schemes to keep abreast of modern civilization. Its governing bodies recognize city planning as a vital cog in city machinery. Metropolitan areas are being planned as units, and in several instances broad development is being facilitated by municipal consolidation, as in the case of Berlin and Edinburgh. Wherever numerous cities are grouped close together comprehensive regional plans are made or under way and means are being found for assuring their being put into effect by local authorities. By communal activity Europe is overcoming the handicap of the war and crowded population.

The attention of the readers of CITY PLANNING is drawn by Mr. Lawrence Veiller (recently returned from the Vienna Congress) to the revival of the World Center scheme by Messrs. H. C. Andersen and E. Hébrard, first published in 1913 and now again given publicity in an Italian periodical of last July. The drawings are unchanged from those of 1913. Doubtless the aspirations of the Fascisti to make Rome again the center of the civilized world have caused these studies to become of particular interest in Italy to-day.

TO SKYSCRAPE OR NOT TO SKYSCRAPE

By HAROLD S. BUTTENHEIM

Editor of The American City Magazine

A MERRY war is waging in New York between the friends and foes of skyscrapers. Leadership in the campaign against super-congestion is accorded to Henry H. Curran, Counsel of The City Club of New York, while the chief defender of things as they are—and bigger things that might be—is Harvey Wiley Corbett, former President of the Architectural League of New York.

Major Curran's first broadside was fired in a recent number of the *City Club Bulletin*. The first page carried a MUNICIPAL MURDER head in 48-point type, and a slogan, "Start Parks and Stop Skyscrapers," ran across the bottom of the other eleven pages. The "Dance of Death between the Sidewalks of New York" was portrayed in vigorous and picturesque language, and the killing on an average of two adults and one child every day by motor cars and trucks in the streets of the city was charged in large measure against unscientific skyscraper and subway development.

The newspapers quoted from the *Bulletin* and editorialized on it, and defenders of the skyscraper sprang to arms. The New York Building Congress invited Mr. Corbett to present his point of view before that body, but meanwhile Mr. Curran was booked for a nation-wide audience at the annual meeting of the National Municipal League, in St. Louis. In this address, on November 9, the City Club's Counsel said in part:

"The worst enemy of the American city to-day is the skyscraper. It is true that in some cities this modern form of monster has not yet increased and multiplied to a point of peril. It is true that in some others, the blow has not yet fallen, though the danger is in sight. But it is also true that in still some other cities, the skyscraper has already become a plague that we may well range alongside our ancient city scourges of cholera, yellow fever, tuberculosis, and slums.

"New York is the most acute case. In that city the skyscraper has so multiplied, at the hub of business and manufacturing congestion in Manhattan Island, that the streets can no longer hold with comfort the crowds of workers that mill to and fro in the labyrinth. The subways can no longer carry with decency the multitude of men and women who live in the outskirts or beyond, but work in the center. The city's funds can no longer finance the necessary new subways without chloroforming such essential works as parks, schools, water-supply and waste disposal. The city's children can no longer play in the city's streets without being killed by motor vehicles at the rate of one a day the year round. . . .

"The City Club of New York calls this 'municipal murder'. And so it is. And yet many American cities, in fostering their clumps of skyscrapers, are at the present moment embarking upon this mistake that New York has already made—so visibly and so hideously. How soon will these other American cities stop, look and listen? Will they do so, in time?"

That Major Curran has the backing of the Board of Trustees of the City Club in his anti-skyscraper campaign is evident from the following paragraph from their annual report to the membership, dated November 15, 1926:

"The City Club has urged that, as a beginning, we limit the height of all future buildings, of any kind whatsoever, to the width of the street on which a building abuts—with an excepting provision, however, in favor of towers that are beautiful and that leave vacant space about their bases in proportion to the additional amount of air they occupy by their greater height. The details are not fixed. But the general direction of the road is fixed in the opinion of the Club."

In taking issue with this proposal at the New York Building Congress luncheon on November 18, Mr. Corbett contended that the automobile and not the skyscraper is the source of New York's trouble. In fact, Mr. Corbett, in his enthusiasm for big buildings, goes so far as to regard the skyscraper as a relief rather than a cause of traffic congestion. To quote:

"A man walking on the street occupies about 10 square feet of surface; an automobile standing or parked occupies 100 square feet; an automobile moving slowly occupies 200 square feet of surface; and if it is speeded up to fifteen or twenty miles per hour, it occupies 300 or 400 square feet of street surface. Just divide the number of automobiles in Manhattan into the area of the streets and you have the answer without question to our street congestion. The skyscraper has absolutely nothing to do with it. Skyscrapers or no skyscrapers, the condition would be the same. It is the same to-day in European cities where the automobile is not in use to the extent it is here.

"Let us assume that we followed Mr. Curran's suggestion and took the portion of the city as it stands to-day and put a mat or something over the top of it and pressed it down to seven or ten stories? What would happen? It would naturally spread. He suggests that it ought to spread—that we should get out from under this congestion. Would that relieve traffic? Not in the least. You would force every business man who had to conclude portions of his business by personal conference to get into some kind of a conveyance and be transported this greater distance in order to carry on his affairs. That is the situation in London: business is spread over an enormous area with the result that the buses, the trams, the taxis, subways and every means of transportation are crowded with people who are moving about carrying on their business.

"I regard the congested business centers as the most efficient method of carrying on the commercial work of the present day. I think it is up to engineers and architects to solve the mechanical details of traffic. . . ."

Some wag has advocated skyscrapers for London because he knows no sky more in need of scraping. In America city planners are struggling with intellectual fogs much in need of piercing. Differ as they may regarding the remedy, extremists on both sides of the skyscraper controversy cannot but recognize intolerable conditions of congestion in our streets. Is it too much to hope that while our civic leaders in our great cities are seeking the light through the mental tunnels and towers of Babel which have been built around them, our smaller cities may at least discover what not to do and how not to do it? This lesson learned, there will be hope for the more abundant life in the American city of the future.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

BOARDS OF APPEALS IN ZONING

A SYMPOSIUM

EVERY zoned city contains some people who would approve zoning if only the board of appeals could be abolished. They cite instances of abuse of discretion. They claim that boards subvert rather than carry out the intention of zoning ordinances. They assert that boards grant or refuse favors.

The truth is that boards vary in quality. They will be just as good as the city administrations that create them. But probably in cities where they are poorest, their shortcomings are of less importance than the overthrow of the zoning ordinance of the city. The great argument for boards of appeals is that zoning cannot operate long without them.

No zoning plan is 100% perfect. If a city could have a perfect plan it would be about as follows: A complete state enabling act granting zoning powers, providing for a board of appeals to make variances in building permits in instances of practical difficulty and unnecessary hardship, and prescribing succinctly for court review obtainable by any aggrieved person; a council that would prescribe reasonable regulations for all ordinary cases, and appoint as members of a board of appeals citizens of experience, wisdom and integrity; a building inspector who would grant or refuse building permits according to the written law; a board of appeals that would employ due discretion in granting or refusing variances in extraordinary cases, that would patiently assist the worthy applicant to secure a permit that would be reasonable for him and protective to the community; a city attorney who would always insist that the applicant should go to the board of appeals instead of to the court on mandamus or injunction in the first instance, and that afterward the applicant should proceed by court review; a court that would review determinations of the board of appeals the same as it reviews assessments for taxation, adjusting where the board has acted unlawfully or without due discretion, and thus making itself part of the machinery to protect both the applicant and the community.

The contributors to this symposium were not hand-picked. They are all city officials who are intimately in touch with the actual operation of zoning ordinances. If there is an apparent harmony of views it is undoubtedly due to their close touch with the practical phases of the subject.

E. M. B.

THE OPERATION OF ZONING APPEALS IN KANSAS CITY, MISSOURI

Time and experience are demonstrating the wisdom of those leaders in early zoning legislation, who recommended that the enactment of municipal zoning ordinances should be pursuant to authority expressly conferred by statute, and that there be provided a board of adjustment or appeals empowered to grant relief in those cases where the strict application of the letter of the law might work hardships confiscatory in nature.

Kansas City followed those suggestions in her zoning legislation, and as a result, the ordinance adopted in June, 1923, remains in effect and is strongly supported by the general public; and this is true despite the fact that the Missouri Supreme Court has, during this time, rendered decisions adverse to the validity of other zoning ordinances in cases where these safeguards were absent. The validity of the Kansas City ordinance has never been passed upon by our Supreme Court, but if that occasion should arise, we have great confidence that the court will draw the proper distinctions and uphold the validity of our ordinance.

Aside from the question of legal safeguards, it would seem highly improbable that a comprehensive zoning ordinance, with hard and fast regulations, could long merit popular approval. The Kansas City ordinance and maps were drawn after months of study, many public hearings, and much painstaking effort. Yet, during the three years of its existence, the Board of Zoning Appeals has heard requests for nearly 600 modifications or variances and granted approximately 350 applications. If no way had been provided to grant relief and avoid injustice in these 350 meritorious cases, public sentiment, to a large extent, would have been turned against zoning.

The Kansas City Board of Zoning Appeals has placed conditions upon its grants of modifications whenever it appeared that the conditional grant would serve a useful purpose. In many cases, the applicant and opposing property owners have been brought into accord by placing certain conditions upon the modifications. In other cases, the modification has been made conditional even though the application has had the approval of neighboring property owners. As an illustration of a typical conditional modification, there might be cited the case of a fraternal order which desired to erect a building for its own use upon a lot barely within a prohibited area. The applicant filed plans of a very attractive building and agreed to provide a setback and side yards much in excess of the ordinance requirements. The result has been a distinct gain for that neighborhood.

May I say in conclusion that we have had almost no litigation affecting zoning matters, due in a large measure to the good judgment and efficient work of the members of the Board of Zoning Appeals.

E. F. HALSTEAD,

Assistant City Counselor, Kansas City, Missouri.

NECESSITY FOR AND OPERATION OF THE BALTIMORE BOARD OF ZONING APPEALS

For emphasis I will give in the very beginning an instance brought to my attention today, where without a Board of Zoning Appeals to take away the confiscatoriness of a Zoning Ordinance, the ordinance in question prevents by its literal interpretation the use of a corner lot 19' by 100'. The front yard regulations of the Baltimore Ordinance require in this specific case a yard on both sides of the corner lot. On one side a front yard 25 feet deep is required, when the depth of the lot from this street is only 19 feet. Hence to enforce the front yard regulation for that lot would be to confiscate it entirely and to prevent a building from being erected thereon. The owner is today applying for a permit and will appeal to the Board of Zoning Appeals to make a variance in order that some kind of a building may be erected on this lot which will not have to conform to the full front yard requirement of 25 feet where the lot is only 19 feet deep. Undoubtedly when the case is heard by this Board a suitable variance will be granted. Without the means of making a variance by discretionary power vested in a Board of Zoning Appeals the lot to this owner would be confiscated and the ordinance to him would certainly be unconstitutional.

This example illustrates that the City could not possibly have maintained the constitutionality of a Zoning Ordinance which required front yards without the help of a Board of Zoning Appeals. Even though the Council by ordinance might have given the applicant relief, nevertheless the original ordinance to him was confiscatory; and while you may regulate the use of a man's land and buildings under the police power, certainly such land or buildings cannot be totally confiscated without compensation.

The Board of Zoning Appeals of Baltimore requires for public notice the posting of a sign on the premises for ten (10) days and the insertion of notice once each in two daily newspapers. Before the public hearing members of the Board personally and individually inspect the premises under appeal. The Secretary-Engineer of the Board also inspects the premises and writes a detailed report for the members of the Board, which report covers the technicalities of the ordinance applying on the particular lot and, as a technical expert, gives his opinion of the relation of the proposed use or structure to the general zone plan.

Decisions of the Board often are made conditional. For instance, as in the case of a stable in a certain location, this Board approved it on condition that there should be no openings on a particular side opposite some dwellings. Another recent condition was that the under-side of a roof of a proposed building should be fire proof with at least 2 inches of fire-proofing material. This condition was to protect some neighboring dwellings from fire which might break through an inflammable roof. Many varieties of conditions have been used, all for the purpose of protecting neighboring property.

Some few individuals have had the mistaken idea that everyone who came to the Board with an appeal was trying to violate or evade the law. The zoning law,

Ordinance No. 922, lays down general regulations for front yards designed to cover usual conditions. When the topography or irregular shape of a particular lot or plot of ground necessitates special treatment, the applicant may take an appeal to the Board and ask for a variation from the standard regulation. This is an unavoidable procedure and does not indicate that the applicant is asking for something contrary to the law or to the spirit of the law, nor does it indicate that the law is not properly drawn. It is not possible to draw a set of definite regulations which would properly regulate the location of all buildings on their lots, unless provision is made in such regulations for adjusting them to the many peculiar shapes and conditions that are met with in actual practice.

The Board, consisting as it does of the Chief Engineer of the City, the Commissioner of Health, the president of the Board of Fire Commissioners, an expert in real estate, an experienced builder and two practical business men, guided by a definite zone plan for the entire city and with the full information brought out at the public hearing, after a personal inspection of the premises in question, is probably as efficient, economical, scientific and practical a means of regulating the future development of the city as can be devised.

JEFFERSON C. GRINNALDS,

Secretary, Baltimore Board of Zoning Appeals.

THE DENVER BOARD OF ADJUSTMENT

Zoning in Denver has been in effect since February 11, 1925. After an experience of twenty months we are convinced that the provision for a Board of Adjustment is a bulwark to the Ordinance, and the successful administration of the act is largely, if not almost entirely, due to the power given to the City Council to appoint a Board of Adjustment. While it is not compulsory to appoint one, it is manifest that such a Board can function more expeditiously than the Council, the members of which are burdened with a multiplicity of other duties.

During the first year of its operation, 182 formal cases were heard and disposed of in addition to numerous informal matters, and it is difficult to imagine how the Zoning Act can be satisfactorily administered without the Board.

The personnel of our Board consists of five members: an architect, attorney, two merchants and a realtor. All decisions have been unanimous. All proposed variations, in addition to the usual newspaper notice requirement, are posted on the premises by means of a sign 3 ft. x 4 ft. stating briefly the use to which the property is sought to be put and the date of public hearing. In major cases the sign is to remain ten days; minor cases, five days. We have found this plan most effective in that it gives notice to the neighborhood affected. All locations are visited by the members of the Board before action is taken.

Of the 182 cases disposed of during the first year, 123 cases were granted, 47 cases denied, 2 compromised, 10 withdrawn because the parties were unable to get consents.

Of the 182 cases heard, only four cases were taken to the District Court for review and all decided in favor of the Board. One case, that of Colby Brothers for a brick yard in a residence district, has been carried to the State Supreme Court. A brief account of this case is shown on page 5 of the First Annual Report of the Board of Adjustment.

An interesting case was recently heard where conditions were imposed to protect surrounding property. The applicant purchased a residence in an "A" Zone which occupied the prescribed area of 6,000 square feet. He desired to reconstruct the second floor as a housekeeping unit for a member of his family. As this would require 12,000 square feet under the Ordinance an appeal was made to the Board of Adjustment. After the usual notice and public hearing in which adjacent property owners were heard, the applicant was granted the permission he sought on the condition that the premises would not be rented subsequent to the use by the grantee or any member of his family.

In another case where the applicant desired to erect a gasoline service station in a Residence "C" district, he was required to get the consents of 80% of the owners within a radius of 300 feet. Following the public hearing the application was approved upon condition that he erect a first class station of brick, terra cotta and tile roof to cost not less than \$8,000.00, and to set the building in line with adjoining residences.

The annual report cites other cases which may be of additional interest.

Our Citizens are uniformly pleased with the Zoning Ordinance and there is ample evidence throughout the City of its increasing value. The administration of the Ordinance is also more effective by reason of the whole hearted coöperation of the Mayor, the City Council and the Chief Building Inspector. Mr. Jay T. Williams, the Chief Building Inspector, attends all sessions of the Board.

L. F. EPPICH,

Member, Board of Adjustment, Denver.

BOARD OF APPEALS, PITTSBURGH, PA.

The Pittsburgh Zoning Ordinance became effective on August 9, 1923. The Board of Appeals, consisting of three members, was appointed and took office on September 1, 1923. From September 1, 1923 to September 15, 1926, 4,034 cases were appealed from the decision of the Superintendent of the Bureau of Building Inspection (under the Zoning Ordinance) to the Board of Appeals. The decisions of the Board in these cases were as follows:

Granted	1,061
Denied	1,019
Granted with conditions	1,842
Withdrawn	88
Held over	24

The number of cases appealed emphasizes the necessity for the vesting of power somewhere to vary the ordinance; otherwise it would not work. This condition is

emphasized in Pittsburgh by reason of its terrain, which has resulted in many lots of irregular size and shape with the usable portion of the lots frequently limited to a small percentage of their area. As would be expected, a large majority of cases appealed were for minor modifications of the area district regulations affecting the area per family or yard requirements. This is proven by the fact that of the total number of cases appealed 2,986 came under this heading.

Immediately after the Board of Appeals began to function the precedent was established of personal inspection of the location involved, at least one member of the Board visiting the premises before the case is heard and finally acted upon. This method has enabled the Board to act promptly. Unless of an unusually complicated nature, all cases are finally decided within ten days after being filed with the Board.

As indicated many appeals are granted with conditions. This procedure applies to those cases where the applicants agree to modify the plans to conform more closely to the provisions of the Zoning Ordinance in a way satisfactory to them and the Board. The conditions are always in the interest of the adjoining property owners. It was early realized by the Board that garages built adjacent to the lines of streets or alleys with doors opening outward imperilled traffic on such streets and were particularly dangerous to pedestrians using the sidewalks. The rule was, therefore, established that where any variation was required the plans should provide for a setback from the street line or the construction of the doors so as to open inward before a permit would be issued. This procedure has now become general practice and all garages are being built with doors opening inward on account of the advantages to the owners as well as to the public.

Another example of variations granted with condition is in the case of outside toilet facilities. In one of the early developed sections many small residences, tenements, and row dwellings were constructed with outside toilet facilities, often inadequate for the number of families housed on the premises. The Board has in all such cases, where any new construction or alteration is requested necessitating variation of the ordinance, adopted the practice of requiring complete bathroom equipment to be installed within the buildings for each family housed on the premises,—in existing buildings as well as for the additional families to be provided in the new construction. This is one outstanding instance of improved conditions affecting the tenants as well as the surrounding properties and a general improvement to the health and moral condition of the district.

The adoption of the zoning law has not retarded building operations, especially with reference to housing construction, as the records of the office of the Building Inspector show that more dwellings have been erected during each succeeding year the Ordinance has been in effect than for any previous period of the City's history.

U. N. ARTHUR,

Chief Engineer, Department of City Planning, Pittsburgh.

HOW THE BOARD OF APPEALS WORKS IN MILWAUKEE

The Board of Appeals in Milwaukee is composed of five members at present: one lawyer, one architect, one contractor, one social worker, one real estate man. The procedure is simple but effectual. If the building inspector, who is the enforcing officer of the zoning ordinance, refuses a permit or grants one to which someone affected has an objection, he puts his finding in writing. Upon this document the person aggrieved appeals to the Board of Appeals and the matter is set down for an early hearing. The procedure from here on is very much like a hearing before a commission.

The Board has adopted the policy from the beginning of allowing the appellant to offer whatever he may care to in the way of evidence or argument. Then the appeal is either allowed or denied. That ends the matter as far as the Board is concerned.

If the appellant is dissatisfied with the ruling of the Board he may appeal to the circuit court by certiorari. We have two cases pending in which we hope to get a ruling that certiorari is the exclusive remedy. Courts have held that it is, where the effect of the zoning law has been to confer new rights. We fail to see that the Board of Appeals law may not have abridged the general remedy conferred by statute irrespective of the creation of new rights in certain instances.

The particular claim to merit which adheres to the policy of the Milwaukee Board of Appeals is that it has consistently refrained from suggesting any modification or compromise to appellants. The application is never modified—it is either allowed or turned down. No trading goes on. The Board that starts dickering is lost. The gossips in the building exchanges and traders' clubs will see to that.

The Board of Appeals acts as a safety valve to insure the reasonableness of the ordinance. It is very doubtful if a zoning ordinance will stand up as a valid legal enactment if it has no provision for a Board of Appeals.

CHARLES W. BABCOCK,
City Attorney, Milwaukee.

THE "SAFETY VALVE OF A ZONING LAW" IS THE BOARD OF REVIEW—PROVIDENCE

A comprehensive zoning plan may be well prepared, but it is beyond human foresight to cover by law every individual parcel of land. A zoning law might be reasonably administered, but its life would be very short without a proper channel, a Board of Review, through which an owner of property could show that the law as applied to his particular premises works an unusual hardship.

The zoning ordinance of the City of Providence has been in operation a little more than three years. In adhering to the provisions of the zoning law, the Inspector of Buildings can issue only permits that are in compliance with the strict letter of the law, but in order that an owner be not deprived of his rights, by the State Enabling Act and zoning ordinance, in cases where a strict application of the

law works a hardship, it is provided that there shall be a Board of Review whose duties are to vary the strict letter of the law. That the Board of Review is absolutely essential to make variances in specific cases is unquestioned. Any decision rendered by the Board of Review is subject to court review, but the court may be concerned in that decision as affecting particular premises and not as to the constitutionality of the law. Without a Board of Review an owner instead of exhausting his rights through the proper channel would apply directly to the court to show that zoning is unreasonable, thus endangering the law as a whole.

The Supreme Court of the State of Rhode Island has already held that the State Act empowering cities and towns to enact zoning ordinances is constitutional.

From June 6, 1923 to September 1, 1926, the Board of Review of the City of Providence has acted upon 213 applications for special permits, seventy per cent of which have been granted, and the fact that none of these decisions has been taken to court for review is an indication that the discretionary powers used by the Board are sound and reasonable.

Frequently variations are granted contingent upon conditions resulting in the protection of neighboring properties. For example, a bakery representing a large investment located in a nonconforming district, filed an application with the Board of Review, setting forth that it was necessary to build an addition to complete its unit. The application was granted on condition that certain windows be closed, that noiseless bread conveyors and a modern ventilating system be installed to carry off heated air, gases, and odors, that shade trees be planted and maintained around the building so as to eliminate to some extent the factory appearance. In another instance in exercising its powers the Board permitted a three-story factory building to locate in a business district, the rear of which backed up to certain land that needed considerable filling in. The building was permitted to be erected on condition that a portion of the land in front be devoted to a one-story office building in connection with the factory, thus eliminating all indications that a factory existed on this street. Frequently conditions are imposed on the erection of private garages, where owners find that it is impossible to comply with all provisions of the ordinance in that respect. Where a garage is to be erected near the street line, conditions are sometimes imposed for the purpose of locating said structure in such a position as to protect adjoining property as to light and air. Several permits have been granted to allow automobile repairing in buildings on condition that no work be carried on after a certain hour at night or on Sundays or holidays, limiting also the machinery to be used in said repairs.

In all instances where variations from the terms of the ordinance have been made, the Board of Review has endeavored to uphold the intention of the ordinance while at the same time it has relieved individual property owners as far as possible from undue hardship caused by the strict enforcement of the letter of the ordinance.

ACHILLE MANGIANTE,

Secretary, Zoning Board of Review, Providence.

ZONING APPEALS IN SPRINGFIELD, MASS.

The majority of the cases brought to the Board of Appeal come directly from the Building Commissioner's office. Although I understand that the City Solicitor questions the power of the Board of Appeal to specifically impose conditions, they have virtually done so by requiring specifications as to dimensions and use; and if a building, the kind and quality of material.

To quote a specific case, Lewis E. Cook petitioned that he might erect a building in an outlying district, to be used for business. The Board granted the petition under the following conditions: (a) the building to follow the plans submitted; 30 x 20 ft. in size, one-story high; (b) signs upon the building or adjoining premises to meet the approval of the Board; (c) the permit being given for one year.

Here in Springfield the Board of Appeal is by statute a part of the Building Department as prescribed in the enabling acts of 1911 and 1912. The members are appointed by the Mayor and confirmed by the Board of Aldermen. There seems to be a question of opinion as to just what their powers are, and briefs I believe are now before the Supreme Court relating to a case where the Board of Appeal virtually has created a small business zone in granting a permit for the erection of a store adjacent to other non-conforming stores in a residential district.

The Planning Board is unanimous in its opinion that a Board of Appeal is essential and that its working here in Springfield has been of unquestioned benefit. When it has confirmed the rulings of the Building Commissioner as it frequently has, it has served to strengthen his position. When it has allowed departures from the ordinance, the Planning Board has noted no instances where harm has been done and feels that in many cases it has saved the city from what might otherwise have been unfortunate compromises with the letter and spirit of zoning.

GEO. C. GARDNER,

Chairman, City Planning Board, Springfield.

ZONING APPEALS IN BOSTON

The first agency for the enforcement of Boston's Zoning Law, as is the case in most other communities, is the Building Commissioner of the City, who is charged with the interpretation of the law, and the issuance of permits, but in whom is vested no discretionary power. It is a matter of simple justice to say here that Boston's Zoning Law has been upheld in letter and in spirit by both the present and the former Building Commissioner of the City.

The necessity for flexibility in the law was recognized as essential, however, and in the Board of Appeal, which has functioned in connection with the building law for twenty years, was vested the power to vary the provisions of the zoning law in specific cases wherein its enforcement would involve practical difficulty or unnecessary hardship, and where desirable relief may be granted without substantially derogating from the intent and purpose of the law, but not otherwise. The fact that although in the two and one-half years in which the zoning law has

been in operation nearly 300 appeals have been received by the Board of Appeal, less than one-half of which have been sustained, there has been but one single case carried to the Court,—and the action of the Board in this particular case upheld,—is its own best answer to the public reaction to the operation of the zoning so far as the Board of Appeal is concerned.

For the most part the cases acted upon by the Board of Appeal have had to do with slight variations in the way of setbacks, rear yards and side yards and similar minor changes in order to adjust existing conditions to the zoning requirements. The single instance which was made the subject of court proceedings involved the issuance of a permit for a 155-foot hotel within the local business, 80-foot height, district. The Board of Appeal, after due notice and hearing, asserted discretionary power in the premises, annulled the refusal of the Building Commissioner and ordered him to grant the permit requested. A writ of certiorari having been applied for, the Court ruled that the reasons stated on the record, while not overpoweringly convincing, could not be pronounced as erroneous, and that it could not “quite say that this action of the Board appears on the record to have been without warrant in law.” The net result of the granting of this particular permit, which aroused considerable public feeling in that it permitted the erection of a 155-foot hotel in an 80-foot district, directly opposite the Public Garden, was the passage by the Legislature of an amendment to the Zoning Law to the effect that no decision of the Board of Appeal permitting the erection or alteration of a building to an extreme height greater than that otherwise authorized under the provisions of the Zoning Act shall be effective until and unless confirmed by a two-thirds vote of the Board of Zoning Adjustment.

Note: Although existing municipal machinery for appeals was utilized in the enforcement of the Zoning Act, it was obvious that changes in the boundary lines of the zoning districts themselves—a function which is usually vested in the body promulgating the original regulation—could not properly be laid upon the shoulders of members of the State Legislature. Consequently the powers inherent in them in this particular connection were delegated to a Board of Zoning Adjustment made up of twelve men, ten of whom are appointed upon nomination by various civic organizations, one appointed directly by the Mayor, and the chairman of the City Planning Board ex-officio.

FREDERICK H. FAY,
Chairman, City Planning Board,
Chairman, Board of Zoning Adjustment
of the City of Boston.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

UNITED STATES SUPREME COURT SUSTAINS ZONING

THE Supreme Court of the United States has sustained the constitutionality of zoning. The decision was rendered in the Euclid Village case (Village of Euclid v. Ambler Realty Company), first decided adversely to zoning in the Circuit Court of Ohio, and now for some time pending in the upper court. Although some of the friends of zoning have expressed anxiety with regard to the result of this case, most of the students of zoning have felt confident that, although the court might condemn as unreasonable some of the specific provisions of the ordinance before the court, they would express no opinion adverse to the underlying principles of zoning. As the court viewed the case actually presented, it brought up only the fundamental principles of zoning, which the court upheld, without considering all the provisions of the ordinance. *The victory for reasonable and proper zoning, adapted to the locality to which it is applied, is therefore complete.*

The ordinance in question created one family, one and two family, and general residence districts, business districts, industrial districts, and also height or area districts. None of the appellee's land lay in a one family use district, and the validity of such a district is not passed upon in this case. The contestants claimed that the ordinance although invalid, constituted a cloud upon its title, reducing its value, and thus, as the court viewed the proceeding, raised the issue of the constitutionality of zoning generally, under the Constitution of Ohio, and of the United States. The decision upholds reasonable zoning for height, area and use, including the creation of residential districts from which business and apartments, as well as industry, are excluded.

There is, and could be in the nature of the situation, nothing novel in the opinion in which the Justices of our highest court uphold zoning under the Constitution of the United States as a proper exercise of the police power; for that opinion is in accord with the opinion of the State Courts, of the same viewpoint; cites those cases and shows a thorough familiarity with them. The opinion is an excellent exposition of the legal principles upon which zoning is founded.*

F.B.W.

*The decision was printed in full in *The United States Daily* for Tuesday, November 23, 1926; also in *The Daily Record, Baltimore* for Friday, November 26, 1926.—Ed.

OTHER ZONING CASES

HEIGHT

Overshadowed as all recent planning events are by the great Euclid Village case, some of them are worth notice.

In Saint Louis, Missouri, an ordinance has been passed* allowing the owner of a lot to build on any portion of it to any desired height provided that the bulk of the building as a whole does not exceed a certain maximum. The provision is an attempt to allow height in such a way as automatically to obtain light or air. It reads as follows:

HEIGHT—Except as hereinafter provided, buildings may be erected to such height that the cubical contents of said building above the established grade shall not exceed the volume of a prism having a base equal to the projected horizontal area of the building, and a height of 200 feet.

In the case of buildings occupying a lot having frontage on intersecting streets and which buildings are so designed as to provide a set back or open space at the corner or corners where such street intersections occur, or which set back on the street fronts, when such set backs begin below the 200-foot height above the established grade, the volume determined by the above rule may be exceeded by an amount equal to the volume so taken out of the reference prism of 200 feet height; provided, however, that the total volume of the actual building shall not exceed by more than 25 per cent the volume of said reference prism of 200 feet height.

*April 26, 1926. There is a similar ordinance in Milwaukee, enacted April 12, 1926.

SET BACKS

The highest Court in Ohio* has sustained an ordinance of the City of Warren, creating set backs, as a part of a comprehensive zoning ordinance. The lines were established by taking the average distance from the street of the buildings in any block at the time of the passage of the ordinance. The Supreme Court of Pennsylvania** in a similar case, has ruled to the contrary, basing its decision however upon objection to the method of establishing the line, which to it seemed arbitrary and uncertain.

New York, in the Wulfsohn case*** has upheld the simple set back provisions of the Mount Vernon Zoning Ordinance. New Jersey has more than once ruled against such set backs;**** but the fact that zoning as a whole is in such disfavor in the courts of that state makes these decisions of little weight on this point in the states which sustain zoning.

F. B. W.

*Harris, Building Inspector v. State on relation of Ball, Court of Appeals, Sept. 10, 1926.

**Appeal of White, Municipal Law Reporter of Pennsylvania, September, 1926.

***Wulfsohn v. Burden, 241 N. Y. 288.

****The latest case is Rudensky v. Senior, 133 Atl. Rep. 777.

CURRENT PROGRESS

Conducted by GEORGE B. FORD, Chairman
LAWRENCE VEILLER HAROLD S. BUTTENHEIM
CHARLES W. ELIOT 2nd

PLANNING CONFERENCE IN MASSACHUSETTS

THE Thirteenth Annual Massachusetts Conference on Planning, held in Salem October 19-20, was attended by 84 registered delegates, 48 being members of planning boards, 25 officials, and 11 interested individuals. There were several additional who did not register.

The election of officers resulted as follows:

Chairman,	William Roger Greeley, Lexington
Vice-Chairman,	Winthrop I. Nottage, Medford
Treasurer,	W. Franklin Burnham, Reading
Secretary,	Miss Eleanor H. Manning, Lynn
Board Member,	Miss Elisabeth M. Herlihy, Boston

The State consultant, Mr. Hartman, reported a total of 93 planning boards in Massachusetts of which 17 were new during the year. In the 47 cities and towns now having zoning ordinances, is found over 63 per cent of the population of the State. Twenty-eight more places are now at work on zoning, and 8 are considering it.

The conference maintained, if it did not surpass, the high standard of previous sessions, and it sounded for the first time, and with marked emphasis, the note of regional planning in all of its aspects.

Thomas Adams, in a talk on town planning, credited some of the older New England towns with the best standards of town planning developed in this country. This is attributed to the fact that they produced a growth in harmony with their needs and their environment, which resulted in towns that were at once utilitarian and attractive. To-day we stress the utilitarian and fail in that because of false economy and disregard of the environment and of appearance. Our utilities, which might be in harmony with the beautiful natural environment, are almost without exception hideous, thus destroying a basic economic asset.

What cities and towns today suffer from is not want of space in their crowded areas, but wrong distribution of space. Overloading with buildings in the center is complementary to underloading in the suburbs. Both are equally unsound socially and economically. To lessen congestion we must begin with the buildings. Bad subdivisions form a poor base for growth and always complicate the problem.

Owing to much zoning with no consideration of the town plan, new ways are being built without proper relation to zoning. The result is not economy but wasteful expenditure.

Massachusetts needs more active planning and more scientific zoning, and both should be related to the region in which the municipality is located. The best place for industry or residence cannot be settled locally, but each locality must plan its land utilization to fit in with the best development of large regions.

A fundamental of planning is the principle established in Cambridge in the 17th century, that the "houses shall range even" and be set back from the street. Other principles of planning are the linking together of town and country; the development of transportation facilities by highway, waterway and railroad as a unified system; the reduction of the friction of space between the worker and the place of work; and the decentralization of industry, thus lessening both the overcrowding and the undercrowding of land.

In another talk, on regional planning, Mr. Adams said that regional planning consists of grouping areas irrespective of political boundaries, areas which may contain numerous political units, and working out their common problems in an effective way. With each minor unit working to itself these problems are never solved and there is constant loss and finally enforced readjustment, which of itself often involves greater cost than the whole would have amounted to if properly done in the first place.

It is the coming together of a great transportation system and a great source of energy that creates a great city. But no great city exists for or by itself alone. The greater it grows the greater the area coalesced with it. This large area must not be merely tributary but must be planned and developed into a unit with the city center, the city center and the larger area being constantly complementary and interdependent.

Harlan P. Kelsey spoke on regional planning in Essex County. He pointed out the great natural attractiveness of the region and the need for coöperative action along many lines, but particularly for a park system to meet the future needs of the county. He brought out that Westchester County, New York, with a hundred thousand fewer people and only a slightly greater assessed valuation is completing a system of parks and parkways at a cost of \$35,000,000, which will almost at once pay for itself in increased valuation. Using the values created to pay for the cost, the county can for all time have the advantages free of cost and a greatly increased revenue from taxation.

J. T. Woodruff pointed out the great aid of a properly coöordinated system of highways for New England towards solving the traffic problem. Control of the flow of traffic depends upon the distribution of population. This is dependent upon a plan, and whatever the nature of the unit for which a plan is considered it will be found that this plan cannot be worked out except in relation to the region in which the unit is located. Individual ownership, whether of citizen, town, state or nation, does not limit thought in the formation of a plan. The boundary for a plan is a continuously enlarging entity, based on the capacity of our citizenry or that of the world to work together coöperatively for the solution of common problems.

Mr. Woodruff said a New England Federation of Planning Boards should grow from the Massachusetts Federation; that a federal master plan should be prepared;

that a New England plan should be developed and coördinated with the federal master plan; that the New England plan should coördinate a master zone plan, a master highway plan, a master recreational plan and a master industrial plan; and that such plans should be backed by a coöperative scheme of uniform legislation which would make it possible to carry out regional schemes irrespective of political boundaries.

EDWARD T. HARTMAN,

Massachusetts State Consultant on Housing and Town Planning.

NEWS NOTES

On November 2d the City of Dayton passed a bond issue, by a vote of two and one-half to one, for the city's share in the great central feature of the comprehensive Dayton City and Regional Plan. This outstanding success was due to a remarkable campaign of education carried on by the City Plan Board and various civic organizations. It provides for the re-locating and grade separation of all of the railways in Dayton and surroundings especially through the center of the city. The total cost will be nearly \$25,000,000, of which the city's share is fully \$8,000,000. Thus the first and greatest step toward the realization of the comprehensive plan is now assured.

The Philadelphia Regional Plan, as fostered by the Tri-State Regional Planning Federation, has had a great boost recently in the fact that two out of three of the larger cities in the Philadelphia region have definitely started work on comprehensive city and regional plans. Trenton, N. J., and Chester, Pa., are both launched on plans that include the complete planning of a belt from three to five miles wide outside the city limits. Every attempt is being made in these sub-regions to secure the active coöperation of all the county and municipal units affected. As there is no good regional planning law in either Pennsylvania or New Jersey, the carrying out of the regional plan is being put on the much sounder basis of mutual understanding.

A unique and probably far-reaching enterprise in business planning is now being made in Poughkeepsie. An entirely new business district of the highest class is being created in this rapidly growing and thriving city. One public-spirited citizen, Mr. James E. Sague, has for fifteen years been accumulating land in the center of the city on the line with the normal extension of Broadway, the New York-Albany Post Road, at the point where it makes a bad jog at the very center of the city. The city is now building a 70-foot extension of Broadway directly through to the continuation of Broadway to the north, thereby eliminating the very dangerous and congested jog in the heavily travelled highway. Along the whole length of this new street Mr. Sague retains the complete frontage for a total distance of about a thousand feet on each side of the street. This property includes two of the four highest land values in Poughkeepsie. He is planning to develop the whole frontage in one harmonious appropriate development, having first made a careful study of exactly what type of use should give this property the best market, and

at the same time help most in the development of the city. It is an opportunity to radically change the very heart of a typical thriving city of about 50,000 people.

The Secretary of War, Mr. Davis, has fortunately become greatly interested of late in the amenity of the army posts. Now that he has to spend a good many million dollars during the next few years in the layout of new army posts and remodelling the old ones he is anxious to make them more livable and more attractive,—something more than technically perfect. Therefore, on the suggestion of the American Institute of Architects he has retained a city planning architect to advise with the Quartermaster General on all army post layouts.

G. B. F.

PHILADELPHIA MEETING OF THE A.S.C.E. AND A.C.P.I.

The American City Planning Institute met with the City Planning Division of the American Society of Civil Engineers on the occasion of the latter body's annual convention in Philadelphia on October 7th and 8th, to discuss "Regional Planning—Inception—Methods—Fundamental Data—Results".

MR. HAROLD M. LEWIS of New York presented a paper, illustrated by lantern slides, on "the type of material that should be assembled as a basis for determining the elements of a regional plan". He explained in regard to the New York work that "much information has probably been obtained that will be buried in the files. As there was no past experience of a comparable project to serve as a guide, this was unavoidable. Other communities can save time and expense by profiting from the experience of New York." He emphasized the value of wall maps at 1 inch = 1 mile, table maps of 1 inch = 2 or 3 miles, and sectional maps at 1 inch = 2000 feet. It was found useful in New York to have wall maps illustrating Highways, Railroads, Parks, Sanitation and Land Uses. Sectional maps have been compiled into three base maps showing existing land uses, proposed communication facilities, and a draft regional scheme.

Discussion of the paper by a large group of men actively engaged in regional planning work brought out the value of the experience of the Sage Foundation in New York. The problem of open spaces was particularly stressed by Mr. Hale Walker who suggested emphasis on this phase of regional planning in the preparation of data.

MR. JOHN IHLDER, recently returned from Europe, presented a brilliant paper on "Housing and the Regional Plan" (see page 1 of this issue) with comments in the light of his European adventures. The problem of open spaces was again introduced into the discussion under the heading of "How Urban Units are to be Separated". The idea of "air harbors" struck a responsive chord. Mr. Ihlder raised a question concerning use of frontage on arterial highways and the development of transit routes as district boundaries,—a question which we hope he will undertake to answer himself in another paper in the not too distant future. The emphasis on housing and on the social aspects of regional planning was an especially welcome feature of the paper.

The second session of the Philadelphia meeting opened with a paper by MR. ANDREW W. CRAWFORD on "Cultural Opportunities in Regional Planning". Besides a novel suggestion concerning branch universities in the regional plan, the paper was notable for its provocative references to the "drab, stupid, stale rectangularity of the checkerboard cities which were all the civil engineers of a century produced". These remarks caused a lively discussion and repeated questions as to "who planned Washington and who designed and constructed the Washington Monument". Another statement by Mr. Crawford which caused discussion was to the effect that "parkways should be regarded as traffic thoroughfares". This heretical statement was promptly denied, refuted, and abolished, but Mr. Crawford was not to be downed.

The most important contribution to the advancement of Regional Planning in this country made at this meeting was a group of suggestions by Mr. Crawford concerning the preservation of open spaces in the region other than by purchase of parks. The possibility of zoning for parks was ruled out in the discussion as being impracticable under the present interpretation of the police power by the courts. Mr. Crawford suggested that golf courses (and possibly other kinds of open spaces in private control) might be exempted from taxation or given the benefit of a preferred tax rate. It was pointed out that this would not be an entirely new departure in taxation policy since "in the City of Philadelphia, there are three tax rates—the 'city' rate, the 'suburban' rate and the 'rural' rate". The writer of this review suggests that any such preferred rate on desirable open spaces should be granted with the proviso that in case of sale or other change to a non-open space use, the seller should be required to pay the difference between the regular rate and the preferred rate of taxation for the whole period during which the preferred rate has been enjoyed. Such a proviso would constitute a constantly increasing deterrent against sale or change of use, and would safeguard the community against abuse of the preferred tax rate system.

The final paper of the meeting on "Forecast: the Regional Community of the Future" by MR. THOMAS ADAMS was quite up to the usual standard of papers from that source. Mr. Adams drew upon his experience in developing the Plan of New York and Its Environs to picture the urban development of the future and the ways in which it may be guided and controlled.

C. W. E. 2nd.

INSTITUTE NEWS

Conducted by FLAVEL SHURTLEFF, Secretary

NATIONAL CONFERENCE ON CITY PLANNING

WASHINGTON, D. C.

Tuesday, Wednesday, and Thursday, April 26, 27, and 28, 1927

PRELIMINARY PROGRAM

Tuesday, April 26

9 to 12. Registration and informal reception or get-together.

2 to 4. *First Session:* Regional Organization for Planning and Control.

1. Public Services which Require Regional Planning and Control.
2. Governmental Organization to Promote Regional Planning and Execution.

8.00 *Second Session:*

1. President's Address.
2. Capital Cities with a Plan. (slides)

Wednesday, April 27

10 to 11.30. *Third Session:* Section Meetings on Regional Planning.

1. Circulation of Passengers and Goods on Regional Highways.
2. Preservation of Regional Open Spaces.

3.00 Boat trip on the Potomac.

8.00 *Fourth Session:* Development of the National Capital and its environs.

Thursday, April 28

Fifth Session: Section Meetings.

9.30 to 11. How City Planning Affects Land Values.

10.30 to 12. The Regulation of Land Subdivision.

12.15 to 3. LUNCHEON and *Sixth Session:* Live Problems in City Planning and Plan Administration. Questions and Answers.

3.15. Automobile trip around Washington.

Round tables on zoning and on the function of official planning agencies will be arranged for breakfast and dinner, and luncheon sessions on special topics will also be arranged.

A two-day planning tour of Baltimore and Philadelphia will either immediately precede or follow the Conference sessions.

For account of Institute meeting at Philadelphia, October 1926, see page 78 of this issue.

**TOWN AND REGIONAL PLANNING
IN RELATION TO EXISTING AND POTENTIAL LAND VALUES
SUMMARY OF PAPER BY JOHN NOLEN
INTERNATIONAL HOUSING AND TOWN PLANNING CONGRESS,
VIENNA, SEPTEMBER 1926**

It becomes more and more apparent that successful town planning depends not only upon our grasp and understanding of the problems and processes of physical planning, but also upon law and administration, upon sociology and economics, and especially upon the relation of town planning to existing and potential land values.

1. Town planning may increase the total land values of a town by adding to its general efficiency and agreeableness, through the better planning of the essential elements of a town, such as major streets and highways, parks, sites for public buildings, transit, transportation, housing, etc.

2. Town planning reduces the cost of operation and administration of a town and thus indirectly favors land values.

3. The publication of a town planning scheme has a tendency to increase the value of land and thus to make it more difficult to obtain the land necessary for the execution of the plan.

4. The adoption of a zone plan and zone ordinance increases the total land values of each kind of property. In some instances zoning may decrease land values of some properties by prohibiting certain uses; also, by limiting the height and area of buildings. This decrease in most cases would be more than offset by an increase in the land values of other property. Aside from the effect of town planning and zoning in increasing land values, their influence in stabilizing values should also be noted.

5. Town and regional planning may affect land values by bringing about a different distribution of the development than would occur without such planning.

6. Town planning determines to a large extent what land a town shall own. This action influences other land values.

7. It is probably true, in many cases, that limiting the size of a community, as proposed by general garden city plans, would decrease some land values in the business center and also on the outskirts of the town. Here again it is simply a transfer of values, resulting in a different regional distribution and not in any net loss.

Paying the costs is one of the prime problems of town planning. A substantial advance in the solution of this problem has been made in the United States by the application of the principle of special assessments for benefits as the most equitable and business-like method. The principle that should be invariably recognized is this: that where there is local benefit, there should be local assessment.

In addition to the effects of town and regional planning upon existing and potential land values, consideration must be given to the reverse, namely: the effect of land values on town and regional planning.

The most important fact is the most obvious. High land values have a tendency to produce low standards in street widths, smaller percentages of open spaces, greater density of population, and more difficulty in replanning developed areas or in extending new planning into undeveloped areas. On the other hand, low land values make for greater freedom in planning and higher standards. These are reflected in better street arrangements for traffic, in higher percentages of open spaces for common use, in better housing conditions and a finer realization of civic ideals in public buildings.

BOOK REVIEWS & BOOK LISTS

Conducted by THEODORA KIMBALL HUBBARD

ARNOLD W. BRUNNER AND HIS WORK. By Robert I. Aitken, Edwin H. Blashfield, Daniel C. French, Clayton Hamilton, J. Horace McFarland, Brander Matthews, Brand Whitlock, Charles Harris Whitaker. New York, Press of the American Institute of Architects, Inc., 1926. 47 pages. $12\frac{1}{4} \times 9\frac{1}{4}$ inches. Frontispiece-portrait. Illus. Price \$15.00.

There are thirty-nine plates of sketches for projects and illustrations of executed work and fifty-eight excellent reproductions of pages from Mr. Brunner's notebooks, recording his wide interest in things picturesque and beautiful, not by any means all in the field of architecture.

The text presents a very real picture of Arnold Brunner, from the memories and, very plainly, from the affections of some of those who knew him from his many sides, as architect, consultant and champion in city planning, sympathetic helper of all artists, little and great, and man among men, brilliant, genial and inspiring.

To those who know the struggle in America during the last generation for sane and fitting artistic ideals in private and civic building, this book will recall many battles and some heartening victories.

To any young man considering whether the satisfactions of an architect's life will outweigh its labors and sacrifices, the life of Arnold Brunner should make plain that happiness in beautiful things advocated and created is a reward worth any man's best endeavor.

H. V. H.

LAND PLANNING IN THE UNITED STATES FOR THE CITY, STATE AND NATION. By Harlean James. Preface by Richard T. Ely. Introduction by Albert Shaw. xxx, 427 pages. Illus., plates, diagrams. $8 \times 5\frac{1}{4}$ inches. (Land Economics Series, edited by Richard T. Ely.) Price \$5.00.

The most important contribution made by this book is its clear and convincing presentation of the general *planning* principle, as applied to all the land in this country. No book before has shown so well the underlying unity of organization necessary for the successful development equally of cities and regions, and of state and national resources. To have the practical application of this idea stated in an easy journalistic style, between two covers, is indeed an event in the civic improvement movement, particularly when we find that the book is a volume in the Standard Course in Real Estate, thus appealing not only to those who are looking for new literature in the field of city planning, but also serving undoubtedly to open the eyes of real estate students to an aspect of their business capable of producing large additions to the sum of public welfare. The fact that this Standard Course

has the sanction, through a Joint Commission, of The National Association of Real Estate Boards, the United Y. M. C. A. Schools, and the Institute for Research in Land Economics should cause a widespread sale and distribution, which is very desirable. No college student or citizen reader could fail to derive from its pages a new and greater sense of responsibility in regard to land development. He would be impressed with the reasonableness and expediency of sizing up urban and rural land problems in a comprehensive fashion, and of making each separate unit to be developed fit into a larger coördinated unity.

The book begins with two historical chapters on early land policies and early settlements in the United States. Then Miss James devotes some two hundred and fifty pages to "Modern City Planning, its Aims and Accomplishments". Here one does not expect to find any original contribution: one is satisfied with a compilation of ideas from leading authorities, usually well selected and arranged. In a few cases the author's lack of technical knowledge has resulted in a confusion of topics, as in the chapter on layout of street systems. And sometimes her long training as an advocate has caused a certain mechanical or platitudinous repetition of the moral, so to speak, which fortunately will do the student no harm even if the reviewer sated with city planning literature tends to skip.

In this city planning section of the book one wonders a little why line drawings other than plans were used at all. Photographs would have been more convincing and consistent. Indeed the numerous photographs, including aërial views, used all through the book are excellently chosen.

As to bibliography and acknowledgment of sources, Miss James has been generous and meticulous in giving credit by name to those associated with the many public movements described. The bibliography is unequal in its up-to-dateness, most references being prior to 1924, but with sporadic very recent ones added. This criticism of a situation probably unavoidable in a delayed publication applies also to facts and statistics in the body of the text. Much of it is new or revised to 1926, but some of it can be dated definitely two years earlier.

In the section of the book "National and State Planning" are chapters of great interest. These give a point of view which could well be added to the required reading in regular college courses on American economic history. The subjects here include: Piecemeal Land Planning, with especial reference to the Public Domain of the United States; Putting Land to its Proper Use, with an account of the Michigan Land Economic Survey; The Forest Lands and Cut Over Areas; Recreation Areas and Scenic Assets; Water Resources; Land Communication; The Great Agricultural Lands; Federal and State Planning Agencies.

In her capacity as Executive Secretary of the American Civic Association (and of the Federated Societies) Miss James knows people and places. In the Association's campaign for the securing of the National Capital Planning Commission and the improvement of Washington, she toured the whole country by motor. She has seen and is familiar with much whereof she speaks. And she has the power to make vivid to her readers the vast opportunities for appropriate development existing in the unoccupied territory of the United States.

The relation of this book to the general movement led by Dr. Richard T. Ely for research in land economics and rational land development is made clear by the book's inclusion in his series, of which *The Law of City Planning and Zoning* by Frank B. Williams was the first volume. Although Miss James's book differs from that by Mr. Williams in that on many points he speaks directly as an authority, while Miss James has largely compiled and synthesized the opinions of the large number of specialists whose work enters into the field of her book, this does not make her service the less honorable. Our thanks are due her for a difficult task accomplished with enthusiasm and with the prospect of inspiring something of this in what we hope will be many large circles of readers.

T. K. H.

A NATION PLAN: A Basis for Co-ordinated Physical Development of the United States of America. With a suggestion for a World Plan. By Cyrus Kehr. New York, Oxford University Press, American Branch, 1926. 210 pages. Illus., maps, diagrams. $10\frac{1}{4} \times 7\frac{3}{4}$ inches. Price \$5.00.

It does us all good to have big ideals brought before us as we go about our separate tasks. Mr. Kehr has presented an ideal of the physical development of our country not more visionary than many of the prophecies of Jules Verne since come true. We may not agree with the ideal of centralized national control and administration which the statements in the text predicate, but we all hope ardently for the more rational and systematic development in the future of our hitherto somewhat carelessly held national opportunities.

In 1920 there appeared from the pen of the same author a little unillustrated pamphlet with practically the same main title as the present book, as a preliminary discussion of a subject which Mr. Kehr had had warmly at heart for some years. In fact, the preface states that the book was written during the World War, an outline of the proposal having already been presented before the American Civic Association in 1915. It is quite evident, too, that although some revision has been made to bring the book down to date, it is still permeated with the atmosphere of the war and fails to mention important movements and events bearing on the development of planning large areas in the last five years. Neither the preliminary discussion of 1920 nor the new book shows clearly how the realization of the ideals presented is to spring from the agencies at work today; and in this respect, it is bound to produce a more visionary impression than the National Planning section of Miss James's *Land Planning* reviewed on another page.

The important work of Warren H. Manning for national planning (see *A National Plan Study Brief*, published as a special supplement to *LANDSCAPE ARCHITECTURE*, July 1923, summarized from a comprehensive unpublished manuscript book) is also characterized by greater links with existing forces. Also the Manning publication in its fewer maps suggests much more practical study of our national area, which is naturally to be expected from Mr. Manning's distinguished experience as a landscape architect.

The book by Mr. Kehr is well printed and full of interesting pictures, many of them of machinery and modes of transportation so recently superseded that the inference is clear that equal strides in convenience and efficiency may be shortly expected,—in fact, that unorganized national life is as out of date and that real progress along the lines described is by no means a dream.

IMPORTANT NEW PUBLICATIONS

International Housing and Town Planning Congress, Vienna, 1926. Papers. 2 vols.

Stedebouw, door J. M. De Casseres. Amsterdam, S. L. van Looy, 1926. —Introduction by Patrick Abercrombie.

L'Urbanisme à Lyon en 1926, par C. Chalumeau. Lyon, Société anonyme de l'imprimerie A. Rey, 1926.

Fundamentals of Highway Traffic Regulation, by William Phelps Eno. Published by the Eno Foundation for Highway Traffic Regulation, Inc., Saugatuck, Conn., 1926.

Report on State Laws and Municipal Ordinances [relating to] Subdivision of Large Tracts of Land. . . . compiled by the Chicago Municipal Reference Library, August, 1926. *Mimeographed.*

REPORTS HELD FOR ANNUAL SURVEY

A considerable number of very interesting city plan reports have been received since the last Quarterly, and these are being held for review in the Annual Survey of City and Regional Planning in the United States for 1926, to be published in the April issue of CITY PLANNING. They include reports from Buffalo and the Niagara Frontier Region, Chicago, Denver, Essex County, N. J., Manchester, N. H., Michigan City, Ind., New York Region, Newport, R. I., Philadelphia and Tri-State Region, and Portland, Me.; also from Massachusetts Federation of Planning Boards, New York State Commission of Housing and Regional Planning, and U.S. Department of Commerce, Division of Building and Housing.

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April, 1927

No. 2

THE TECHNICAL APPROACH TO THE STUDY AND PLANNING OF REGIONS

By THOMAS ADAMS

General Director of Plans and Surveys,
Regional Plan of New York and Its Environs

DISTINCTION BETWEEN REGIONAL AND CITY PLANNING

THE regional plan does not differ from the city plan in the nature of its contents or in its purpose. It does differ in extent and general character of area to be dealt with and in the degree of elasticity of the planning proposals. These special characteristics influence the methods of preparation of the regional plan. Industrial, economic and social factors, and not political boundaries, control the selection of a regional area. While in the regional plan we enter into the same problems relating to functions and movement as in the city plan, we have to do so in broader outline, with knowledge that the plan is a preliminary step towards the city plan, that it is not intended for legal application, and that, in consequence, we have greater freedom of action in making proposals. Instead of being competitive with the city plan, it is the advisory and skeleton basis on which the definite and more detailed proposals of the city plan have to be developed.

The value of flexibility in regional planning, as distinct from city planning, can only be retained so long as its contents are in the nature of tentative proposals put forward as the basis for more detailed planning by local authorities for their own areas. Another of its values is derived from the coöperative action of several local units of government

(1a)

involved in making regional plans. By means of this coöperative action problems that affect adjacent corporate areas in common can be dealt with effectively, without any impairment of local autonomy. Whatever is done to give legal force to regional planning directly, or to centralize local government because of the need of regional treatment of specific problems, will probably lessen the value of the regional method.

In considering the approach to the technical process of making a regional plan, therefore, we have to begin by recognizing in the first place, that the objectives are the same as in the city plan, and second, that the special values of the regional plan lie in its large scale, its elasticity, and its stimulus to joint action by local governments. The regional plan is an essential but preliminary step in planning improvements of physical and social conditions over large areas, politically subdivided but functioning together as an economic unit.

THE ART OF CIVIC DESIGN

In considering the question of method, we have to ask ourselves whether there is an art of regional and city planning. Is our creative purpose supported by definite principles of design? In the modern city we are dealing with a new type of development and are only beginning to understand, in an elementary way, what are its implications. We are still without any proper scientific foundation for much of our planning. Until the science and philosophy of planning is further developed, we cannot achieve real progress in the art of city planning or in framing a language to express the principles of civic design.

According to some interpretations of the meaning of art, planning of cities is among the highest and truest of arts. Dr. L. P. Jacks, principal of Manchester College, Oxford, says that "Art is simply the name we give to the wisest way of doing whatever needs to be done." When we talk about a building being truthful in conception and purpose, right in proportion and in scale, and beautiful in line and feeling, we are merely saying that it is a wisely designed building. There is nothing mysterious about art; there is only the appearance of mystery given to it by some artists. All the principles of design that apply to buildings

apply also to the arrangement and display of buildings in relation to their functions, and to the relations between buildings and the spaces that surround them. The ethical outcome of our designs has to come through the improvement of health, of means of travel, and facilities for recreation. Dealing as we do with the civic organization of human life, we must be dominated in our plans by ethical ideals, even if in practice we have to subordinate ourselves to the "philistines." "Art," adds Dr. Jacks, "has always grown out of the common work of the world, out of the effort to clothe that work with all the excellence it can bear." The creative effort of individuals may be applied to the common work of the world in hundreds of forms. As applied to the problem of planning, we are dealing with a great many abstract and almost intangible things and have few opportunities to express ourselves in concrete form. It is this which makes it difficult to define the art of planning.

One of the things we have to guard against is the assumption that merely by employing scientific method we will achieve much improvement in the development of cities. Indeed there is some truth in the view that has been expressed to the effect that irregular unplanned growth has its charm, and that stereotyped plans may be destructive instead of creative of beauty. I have seen plans prepared which produced worse results than if no plans had been prepared, simply because the architectural development was carried out without appreciation of the landscape design. Whether or not we may raise planning to an art depends on our courage as well as on our intellectual qualities. We need boldness as well as imagination in using our technique, so that human life may be enriched by efforts made by us to create a more wholesome and beautiful physical environment.

In a recent examination paper an architectural student expressed another view thus: "A town, well planned from a scientific point of view, could have good architectural features and yet be depressingly commonplace and even ugly." The principles of town planning, he said, were not to be learned from the architectural schools,—either the picturesque German schools, or the French schools, or the self-sufficient double-deck arterial-highway school: they were rather to be found in

the simple principles underlying the growth of New England towns; they were to be found in any farm yard—but not in any suburban front yard.

Whatever view we may have as to what constitutes the art of town planning or the principles of civic design, it is time that city planners made an effort to formulate their ideas on the subject and to reduce their principles to language. These principles must be related to nature and human life and to all the complex and involved problems which enter into civic growth. City planners in recent times have been pioneers exploring a new field and trying to discover a new philosophy of urbanism. Probably they have a right to claim that the novelty of the forces with which they have to deal in the modern city has prevented them from developing sufficient experience as the basis for working out a statement of guiding principles. But the time has come when they need to experiment in framing a “body of doctrine” as a guidance for method and technique in the planning of urban areas.

THE TECHNICAL APPROACH

What I have to say in this article touches very generally on the technical approach to the study of the region and city. We have to recognize that the modern urban region is the creation of a group of forces in transportation, in industry, and in living conditions that are without parallel in history. Naturally, therefore, our approach to the study of the problems of these regions is halting and defective because we are without the guidance of accumulated experience and knowledge which is available in the study of such problems as have undergone little change over many generations. In city planning literature some general principles, affecting all forms of civic growth in all periods, have come to be accepted. There has been a consensus of opinion on the general objects for which plans are made. We have realized the need for collaboration of the architect, the landscape architect, the engineer, and the sociologist. Lately we have, among other things, been converted to the idea that the region rather than the city is the proper unit for planning.

There does not appear to be any question as to whether zoning or transportation—functions or movement—should be studied first. We agree, I think, that they should be studied together and adjusted to each other. One of the most important needs in civic studies is to get a proper understanding of the relationship between the amount of traffic in the street, on the one hand, and the height, volume and uses of the building fronting upon the street, on the other hand. The difficulty of ascertaining the extent or volume of locally created traffic, the volume of through traffic originating outside a particular locality and destined for some place beyond it, is one that confronts every city planner. Then we have cases introducing further complexities, where traffic congestion is caused not by through traffic mainly nor by moving local traffic mainly, but by these things in part, supplemented by impediments arising from the use of streets as a result of loading and unloading of vehicles.

In the regional plan, as in the city plan, our approach to the study of traffic and other problems must not be confined to isolated areas of congestion. Where congestion of traffic exists it will be found that there is crowding of land for all purposes over a wide area. Parallel with this crowding there are large areas which are undercrowded, that is, they are too sparsely developed to permit of sound economic conditions of growth. For instance, in the New York Region we have areas in Manhattan with a population of 750 persons to the acre and other large areas within commuting distance with less than one person to the acre. We find that with Manhattan overcrowded, there is room for 25,000,000 people having an average density of thirty people to the acre, within a radius of twenty to twenty-five miles from the center of the borough.

Our approach to the problem of building heights must not be that of the person who desires to reduce heights because of alleged effects in promoting congestion, nor of the person who suggests the increase of facilities for erecting higher buildings because of the alleged value of concentration. Our aim should be to promote a more evenly balanced development of land, with an adjustment of open areas to heights so that all buildings, high or low, will be healthy, safe, and efficient for their uses.

DEALING WITH CONGESTION

Are we, in our methods, trying to compromise to too great an extent with existing conditions? Is our technique directed too much towards the solution of problems along the lines of least resistance? Are we afraid to acknowledge that the inevitable results of congestion spell decay and that the common motive which supports them is what Hilaire Belloc calls "a blunder in the science of economics"? We need more courage behind our technique in showing that the destruction of certain economic values in deteriorated areas, far from being an expenditure of real wealth, is necessary to clear the way for the creation of real wealth.

I concede the difficulty of making predictions regarding the future defects of congestion. Could we but know when the critical stage of overloading of land with buildings would be reached and when congestion would begin to destroy more economic value than it created, we could carry conviction as to the need of comprehensive physical improvements. Great values existed around the New York Grand Central Terminal prior to 1906. These were destroyed with the result that new values were created in the succeeding twenty years amounting to 244% in the value of land and 566% in the value of structures. Proposals of a similarly promising character will still be met in New York with the accusation that they are visionary and extravagant. Other proposals—originating from political sources and involving greater expenditures—will be considered sane and practical.

DECENTRALIZATION AND CONGESTION

One of the problems on which we most need to have guiding principles as a basis for our technical operations is in regard to what is sometimes discussed as decentralization. This is a misleading term. We need to centralize and decentralize. To obtain a proper balance and adjustment of growth we need to consider many related questions such as:—the necessity of reasonable concentration for some purposes; the necessary degree of spaciousness in areas reserved for residential purposes without wasteful isolation of buildings; the extent to which values of

land are increased by high buildings and high buildings are made higher by increased land values; what are suitable maximum heights and average heights of buildings; the inter-relation of heights and densities and heights and use; and like problems.

Charles Downing Lay claims that congestion is a good thing, that it is a profitable thing, that the more closely people are huddled together the better they like it. He would approach a study of the problem from one angle. Another city planner would base his technical approach on the assumption that the people should be spread over wide areas and that any concentration has more disadvantages than advantages. Neither of these approaches would be satisfactory. Decentralization of population merely substitutes congestion of the means of travel plus waste of time, money, and energy in travelling, for congestion of residential areas in the center. The only solution is wider dispersal of both industries and population.

Regarding one point there can be no doubt; namely, that there is no lack of space accessible to any given center for healthy distribution of population and industry. Where there is crowding of space to an extent that is injurious, the fault is entirely in wrong distribution. Condemnation of high buildings is usually based on maximum heights of a few buildings instead of average heights of all buildings. The average height of buildings in Manhattan is 4.9 stories and there are less than 1700 buildings between ten and forty stories, out of a total of about 97,000. The average height of buildings in Paris and Berlin is probably no greater.

Economic studies in the New York Region have been valuable in showing, among other things, the fallacy of the idea that it is good for a city to grow in widely separated areas of residence and business. What is called the "friction of space" between the place of residence and the place of work,—that is, the measure of time, cost and fatigue in travelling between residential areas and places of occupation,—is one of the chief evils of modern city growth. Up to a certain point it is desirable for people to live in the country and work in the city, but beyond that point the home becomes too widely separated from the place of employment

for the balance of advantages to be in favor of this system of growth. And yet in the past twenty years millions of dollars have been spent in inducing people to migrate from central districts to the outer suburbs. As a result we have prevented the increase of congestion in central areas but have substituted for it congestion of business plus congestion of the means of travel.

SUMMARY OF MATTERS ON WHICH GUIDING PRINCIPLES ARE NEEDED

Limits of space do not permit me to extend this discussion further. I must content myself with giving a list of the headings of matters on which we have drawn up a statement of principles as a guide to the staff of the New York Plan in its technical operations.* This statement sets forth the policy of the Committee of the Plan in regard to the following and other questions:

- Improvement of living conditions
- Adequacy of space for building growth
- Concentration of business
- Desirability of more even growth
- Height of buildings
- Standards of open space
- Predominance of the Port of New York
- Maintenance of certain major activities in central areas
- Transit and transportation
- Highways
- Satellite and neighborhood communities
- Architectural features
- Importance of confining expenditures to essential localities

DISTINCTION BETWEEN GRAPHIC PLAN AND DESCRIPTIVE PROPOSALS

In the preparation of a regional plan a division has to be made between the tangible and intangible proposals to be shown graphically and those that cannot be shown on maps. The latter include statements of standards or principles relating to such questions as:

- | | |
|------------------------------|--|
| Protection of mapped streets | Space requirements of buildings for different uses |
| Planning of unbuilt areas | Space about buildings |
| Zoning | Percentage of areas for parks and recreation |

*See "Planning the New York Region". Regional Plan of New York and Its Environs, 130 E. 22nd Street. 132 pages with illustrations. 75 cents.

CONCLUSION

The main difficulty that confronts the city planner is in getting a proper appraisal of the complicated inter-relations of all the problems with which he has to deal. As time goes on and increased responsibilities are placed upon the shoulders of the city planner, he will have to become more and more the coördinator of the work of a group of architects, landscape architects, engineers, economists, sociologists, and lawyers. It is not enough for him to make a survey and prepare a skeleton plan. He has to ascertain the physical, economic and social facts, analyze them and study their relations as a basis for putting forward reasonable and practicable proposals for improvement of urban growth. Complications exist between different areas within a city or town, as well as between different elements or functions in each area.

As city planners know, each region or city has its own problems and every city needs special study and a plan of its own. Every city is not only different from every other city, but each is a growing organism. Conditions of growth are subject to human elements so variable and uncertain in their influence that no code can be more than a general guide. But the variety of conditions makes it all the more important that those things that can be reduced to a statement of principle should be formulated. This should be done by men of the richest experience in the City Planning Institute.

I have not attempted to suggest a policy or to formulate any principles, but merely to indicate the need of some policy on the part of those who pursue city planning as a profession and who desire it to grow into a true art of civic design.

WHAT ARE PARKS?

By CHARLES W. ELIOT 2nd

City Planner, National Capital Park and Planning Commission

THOSE interested in the orderly development of cities, in city planning, refer constantly to parks, open spaces, parkways and boulevards. These terms are often used in a loose and indefinite manner which is most confusing. We "park" our automobiles. We lay out streets with a "parking" between curb and sidewalk, or between sidewalk and house. We build wide roads and put a "park" strip down the center. Amusement "parks" are familiar kinds of resorts for pleasure seekers, and the word "park" is repeatedly used in efforts to give distinction to the names of land subdivisions. Finally and most important, we have those public areas which are devoted to the recreation of citizens or to the adornment of the city.

Some of these public areas called parks are little more than grass plots at the intersections of busy traffic streets, barely large enough to serve as sites for statues; some are playgrounds without a blade of grass; some are formal settings for public or private buildings; some are open playfields; and some are areas of pleasing rural scenery or forest, natural or naturalistic contrasts to the hard lines and geometric arrangement of the city. We call these areas parks, squares, gardens, playgrounds and playfields, reservations,—one name or several, according to whim. Is it any wonder that with such terminology we have a constant battle on our hands to preserve the real parks for their proper use, to save them from buildings and from every other imaginable kind of destructive use?

"A park is a public land area, devoted to recreation, over which area the abutting land owners have no easement of light, air, and access." (*E. M. Bassett, attorney at law, New York City.*)

Now, recreation may mean participation in active games or sports; or it may mean re-creation, the recovery of physical, mental and spiritual poise through intimate contact with wild or peaceful natural scenery. This latter idea was the controlling motive behind the so-called park

movement which started in this country in the second half of the last century. Central Park in New York, Franklin Park in Boston, Druid Hill in Baltimore, and Rock Creek in Washington, and many similar parks of that character, were created to meet a growing need of antidotes for the disagreeable conditions of city life. These are the real parks. Anything which tends to destroy their re-creative character reduces their effectiveness and value.

In re-creative parks there is no place for the zoo, botanic collection, art museum, or tourist camp. Pleasing surroundings are desirable for all such features, but separate and specially designed areas should be provided for these purposes outside of the re-creative park. In a re-creative park active play and sports may be encouraged so long as they do not interfere with the major function of the park. Buildings will be limited in number and in size, and roads will be kept to the absolute minimum. All through-traffic will be diverted around or carried over or under the park.

The city, town, or state forest is often considered to be a re-creative park, but this is a mistake and another example of the loose use of terms. The forest may have re-creative value, and great beauty, but these are by-products and not the major purpose of the forest. As long as the commercial possibilities of a lumber product from town and state forests are emphasized as reasons for the acquisition of forest lands, the distinction between the major purpose and the by-product should be maintained. Forest preserves should be selected for forest purposes. Areas of great scenic value should be preserved in parks and not in forests. The Zoo, Botanic Garden, Arboretum, Forest, and Amusement Resort are "special purpose areas" with a park-like setting and yielding a recreation by-product.

The stimulating idea of the playground and playfield came later in park history and took strong hold upon the imagination of the city dweller. The playground systems of Chicago and many other cities bear witness to the value of the idea and to the benefits that may flow from it. There are now thousands of public areas devoted to active recreation, to physical exercise in games and sports. The area may be

large or small,—a cramped children's playground or a great open area for golf, football, and other games. It has been repeatedly suggested that these areas should be called play-parks. The line of differentiation between the play-park and the school yard or athletic field is difficult if not impossible to draw. Hence the idea of the neighborhood or community center in which would be combined the purpose and qualities of both, as well as such neighborhood services as branch libraries, assembly halls, and the like.

A fourth category of parks would include the small triangles and squares which adorn our city streets, and which often have value as resting places or oases in the desert of city buildings. They have, for the most part, little or no value for re-creation or for active recreation. We are all familiar with their use as the locations of monuments and statues. The triangle, square, plaza and the settings for public buildings might well be called "public grounds" instead of parks.

In the field of regional planning, a need has been felt for some term to cover all these varieties of parks and other similar areas. We talk of "open spaces" and mean those public areas and lands, owned by institutions, which are "withdrawn from urban occupation". So, if we are to reserve the word "park" for its more accurate application, for a general term we have at hand the more inclusive "open spaces".

"A street is a public land area, devoted to movement, over which area the abutting land owners have an easement of light, air and access."—(*Bassett*.) The distinction is here clearly drawn between a street and a park. One is devoted to movement, allowing access to abutting property; the other is devoted to recreation, without right of access to abutting property. Let us maintain this distinction when we talk of parkways, boulevards, and avenues.*

A "parkway" is a drive with the re-creative characteristics of a park as previously described. It is not primarily devoted to movement, but rather to recreation, to the "enjoyment of pleasing rural scenery".

The term "boulevard" should be reserved for dignified formal avenues, which may or may not be a part of the park system. Secretary

*Cf. the illustrations on page 147.

Hoover's committee on traffic regulations has made the wise suggestion that the thoroughfares now often termed boulevards might better be called simply "through" streets or arterial highways.

Can we not agree to use a common language?

Grateful acknowledgment is made for the suggestions of Mr. E. M. Bassett and Mr. L. D. Tilton.



Cut loaned by Bureau of Plans and Surveys

See page 145

Park System, Baltimore

Solid black indicates public land

Hatched area indicates proposed extension



Photograph by Detroit News

Detroit in 1926

Courtesy of City Plan Commission

CITY PLANNING IN DETROIT

By WALTER H. BLUCHER

Secretary-City Planner, Detroit City Plan Commission

IN order that one may understand the city planning situation in Detroit, it is necessary that he know something of the history of city planning in this city.

From 1909 to 1919, an advisory commission, known as the City Plan and Improvement Commission created by ordinance, existed in Detroit. This Commission recommended some very desirable improvements and procured city plans from a number of city planners in this country. Mr. Charles Moore, who is now Chairman of Commission of Fine Arts in Washington, was for a number of years Chairman of the Improvement Commission.

With the adoption of the new city charter in 1919, provision was made for a City Plan Commission which is a part of the city government—as much a part as the Department of Public Works, or the Controller's Office, and which has very definite powers and duties among which are the following:

"The Commission shall procure information and make recommendations to the Mayor and the Common Council as to all facts bearing upon the needs of the city with regard to recreation grounds, the development and improvement of parks and boulevards, the improvement of river fronts, the extension or opening of streets and avenues or other public ways or places and city plans and improvements generally;

"Shall provide plans for all landscape work to be done by the City of Detroit;

"Shall formulate a plan to regulate and restrict the location of trades and industries," etc. (prepare a zoning ordinance);

"Shall pass upon all questions involving the custody, possession, removal or alteration in any way of any work of art belonging to the city, except such as are under the supervision of the Art Commission, and no action with reference to such works of art under the jurisdiction of the city plan commission, which shall include monuments, and other memorials, fountains, statuary and the like, shall be taken by any officer or department, unless approved by the Commission;

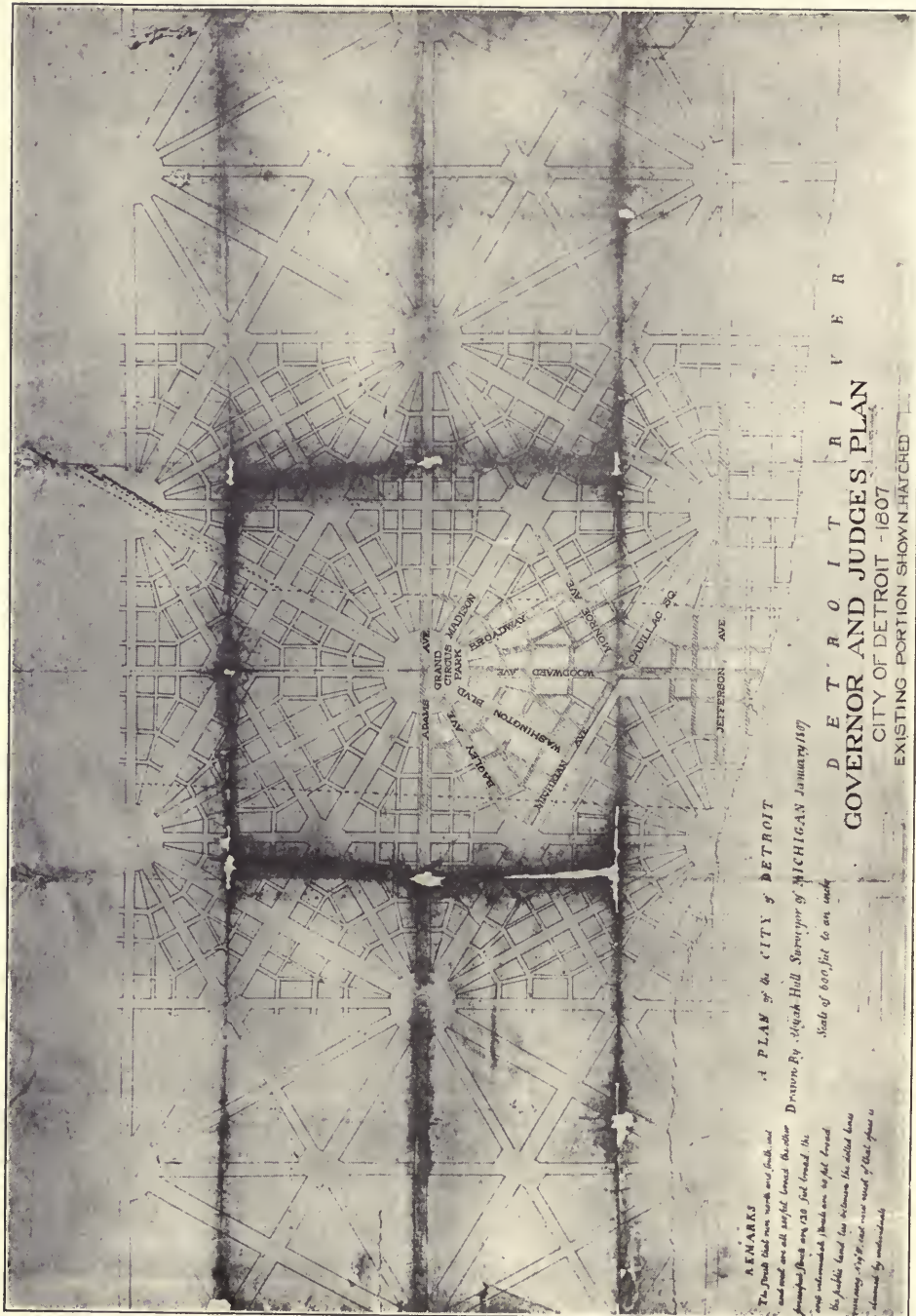
"Shall have power to determine whether property shall be acquired for park and boulevard and recreation purposes, or condemned for the enlarging of any park or the widening or extension of any boulevard and no property shall be so acquired or condemned without the approval of the Commission; and shall have power to pass upon the acceptance of all plats of land within and for a distance of three miles beyond the limits of the city;

"Shall be authorized to approve any sketch or plan of any gift to the city in the form of a monument or memorial, and the proposed location thereof, and no gift shall be accepted unless the plan or sketch and the location of such monument shall have been so approved;

"Shall, when requested by the Mayor and the Common Council, or either of them, or by any other commission or department, act in an advisory capacity in respect to plans for and the location of public buildings, bridges, approaches, or other structures erected or to be erected by the City."

It will be seen, therefore, that the City Plan Commission has sufficient *power* to prepare a city plan and in some instances enforce its provisions.

It is a difficult matter at best to prepare and carry out a city plan but the odds become almost too great when we seek to plan for a city growing at the rate of fifty thousand a year, a city whose area has increased from 79 square miles in 1919 to 140 square miles in 1925, and in which annexations are expected yearly. Unfortunately, the municipal authorities have no control over annexations in Detroit,



REMARKS

The streets shown run north and south and
 and most are all built toward the center
 from the center and are 120 feet broad. The
 most substantial streets are 140 feet broad
 the public land lies between the dotted lines
 running 140 feet and most of that space is
 owned by individuals

A PLAN of the CITY of DETROIT

Drawn by Alfred Hall, Surveyor of Michigan January 1807

Scale of 600 feet to an inch

D E T R O I T
GOVERNOR AND JUDGES PLAN
CITY OF DETROIT - 1807
 EXISTING PORTION SHOWN HATCHED

and as the great mass of voters desires to have the city "grow", large sections are voted in long before they can be developed and cared for, and sometimes with large debts which drain the municipal treasury.

But to get back to city planning. Detroit's first plan was prepared after the fire which destroyed the early settlement. In 1807, what is known as the Governor and Judge's Plan was brought to Detroit, which plan was modelled after the L'Enfant plan of Washington. Only a small part of the plan has been carried out, as can be seen by the accompanying illustration. This plan provided for streets 200 feet and 120 feet in width, with minor streets 60 feet in width. It also provided for large and small "circuses," whence comes the name "Grand Circus Park." Many uninformed Detroiters believe that the park obtained its name from circuses held on that spot.

A few of the 200- and 120-foot thoroughfares were laid out in what is now our downtown section but not long after the preparation of the plan the four rods 66-foot street, became popular and as a result practically all main, section line streets are that width. In 1919 we adopted 86 feet as the standard, a year, or so later increased it to 106 feet and finally in 1925, after a period of 120 years, we came back to the width of 120 feet for all section line streets and major thoroughfares and 204 feet for the super-highways with 86 feet for intermediate thoroughfares on quarter section lines.

One of the first acts of the City Plan Commission was the preparation of a thoroughfare plan. This plan was submitted to the council piece-meal and not in its entirety and a number of streets have been widened to the widths adopted at that time. A good example of lack of foresight is the so-called Vernor Highway, also known as the Dix-High-Waterloo thoroughfare. In 1919 we recommended the opening and widening of this street to a width of 80 feet. The highway is the first continuous cross-town thoroughfare above the downtown district. The matter was voted upon twice, being approved on each occasion, and the property needed for the 80-foot street was finally acquired in 1925, by condemnation, at a cost of five million dollars. Before work had been started to destroy the buildings along the line of this street, we realized that the 80-foot street would not be sufficiently wide and so the further widening of the highway to a width of 150 and 120 feet has already been recommended to the Council, the estimated cost of this further widening being another five million dollars. Of course, this was lack of foresight but it is questionable whether the public would have accepted a street widening to 120 feet seven years ago. It has taken that long to educate it to the need of wider streets.

I do not intend to chronicle the streets already widened or to be widened. That information can be found in our annual reports. It is sufficient to say that our original thoroughfare plan has been merged in the "master plan" of streets and thoroughfares which plan has been officially adopted by the Common Council of the City of Detroit, by the County authorities of Wayne and adjoining counties and by the Township authorities within a radius of fifteen miles from Detroit. The plan can be changed only with the consent of all interested parties. A number of important widenings, in conformity with the plan, are now under way.

Probably the greatest assistance in carrying out the plan comes through our control of platting.

The Home Rule Bill, so-called, provides that cities may in their charters provide for a plan of streets and alleys within and for a distance of three miles from the city limits. As heretofore set forth, the Detroit Charter provides for the control of plats by the City Plan Commission. Rather than attempt a regulation outside of the city limits, we presented the street plan to the Board of County Auditors, which board approves all plats within the county. The plan was approved by that Board and as a result the plan has been carried out in the entire county.

Our success in this matter is shown by the record of plats during 1925 and 1926. In the former year, 180 final plats were acted upon by the Commission. Dedications were made of 60,000 linear feet of street at a width of 60 feet (half of a 120-foot major thoroughfare) and 20,000 linear feet at a width of 102 feet (half of a 204-foot super-highway.) In 1926 the Commission acted on 124 tentative and 121 final plats. Street dedications were made of over ten miles for 86-foot streets, over 8 miles for 120-foot streets, over 3 miles for 204-foot streets, besides nearly two miles for the Outer Drive.

It is a peculiar fact that no person has, in the seven years since the organization of the Commission, refused to abide by our platting regulations, with but one exception. The Ridgfield Land Company sold a large parcel of property by metes and bounds and then presented a plat for approval. The Commission agreed to approve the plat provided it conformed with the general plan. Provision was to be made for two streets. The owners refused to conform with the plan and sought a writ of mandamus to force approval of the plat. The Circuit Court however held that the plat need not be approved if it did not conform with the general plan. The case has gone to the Supreme Court and is now pending there. We were aided considerably by the Platting Law passed by the last legislature, which provides that cities may insist upon having plats conform with a general plan. Prior to this act, the platting law gave us authority to insist only upon conformity with the plan of streets and alleys in the vicinity.

We have often been asked how it is that our City Plan Commission has been so successful in its work. It has been a source of wonderment to many that the Commission has had such pleasant relations with the Common Council and other departments. It would seem that there might be a clash of powers because of the authority vested in the City Plan Commission by the Charter. Our success can be attributed to the fact that we have learned how to sell city planning.

It has always been the writer's opinion that there are three distinct phases to city planning: the creation of the plan, its acceptance or, in the parlance of the day, the "selling" of the plan, and thirdly, the actual physical carrying out of its features. It has also been my opinion that the second factor is as important as the two others.

Detroit is a growing city; it has no special physical factors to contend with in the way of topography; being the automobile city we must set a thoroughfare and traffic example for the rest of the world, but the actual preparation of the plan was not more difficult than the plans of other large cities. We have done much work but if other cities are to learn anything from our experience, it will be with regard to the "selling" of the plan.

Three classes must be considered in the acceptance of the plan—the legislative body, the great mass of citizens, and the special groups such as the realtors, manufacturers, etc.

During the period of the Commission's existence, it has never had a "quarrel" of any importance with the Common Council. I believe this is due to our not insisting upon calling our authority to that body's attention on every occasion. All matters properly within our jurisdiction are referred to us as a matter of course but it has never been necessary for the Commission to say that it had to pass upon any matter. The Commission has always been honest with the Council. They have always been advised of what we are doing and we have always accepted full responsibility for our acts. It has sometimes been the custom to "pass the buck" to the legislative body but in Detroit it works the other way. Citizens are referred to the Commission and we are held responsible for delays in street improvements and in the preparation of park plans. We have therefore become the "pacifying commission". I do not make the statement because I wish to compliment the Commission or because I believe the contrary to be true in other cities, but I believe our best reason for our good relations is our honesty,—an unnecessary statement perhaps, but we are respected by the Council because we have always been honest with them and they know it. As long as a body can be trusted, as long as the council believes that projects are given honest and disinterested study, as long as they believe that the most practical and economical solution of a problem is being recommended, just so long will the council carry out those recommendations.

It is unnecessary for me to say that the public must be informed of the various projects proposed. The afternoon papers in Detroit have always fostered city planning. Our morning paper is apparently opposed to zoning but is public-spirited and as a result we have never lacked newspaper support. In fact, the real estate section of one paper is called the city planning section.

Reports of all major improvements are prepared and circulated throughout the city, and the result has been:—the approval of the Vernor Highway improvement; the approval of a plan to widen Woodward, Michigan and Gratiot Avenues, three major streets, the cost of which widenings has been estimated at one hundred million dollars.

In a city where considerable platting takes place each year, much can be accomplished with the realtors. It is desirable to acquire as much property as possible for street, park, boulevard and recreation purposes, without cost to the city. It is not difficult to obtain such dedications from intelligent subdividers when they are shown that the remainder of the property will profit by such gift. Of course, when we ask a man to dedicate almost fifty per cent of his property for street and super-highway purposes, it is stretching the benefit to the limit, but if we can show that the selling value of the remaining property is equal to the selling value of more lots on narrower streets, few subdividers will refuse to aid in carrying out the plan.

A number of years ago, a few farsighted men laid out our Grand Boulevard. They were considered foolish at the time, but to-day the boulevard is an essential traffic artery of the city. With this as an example, it was not difficult to obtain

dedications for the greater part of the Outer Drive which encircles the city for a distance of 46 miles and which connects all the major parks. It was not difficult to establish parkways along the River Rouge and one subdivider has already provided play areas in his plat. Without legal compulsion, it is only a matter of time when subdividers will set aside small parks and playgrounds.

Much can always be accomplished by making the interested parties partners in any enterprise which will be of benefit to the city.

It would not be proper to close this article without mentioning the report on "Carrying Out the Master Plan," which was prepared by an Advisory Committee consisting of the Corporation Counsel, the Prosecuting Attorney of Wayne County, the Board of County Auditors, the Rapid Transit Commission, and the City Plan Commission. It was necessary that we not only prepare a Master Plan, but that we prepare a plan for its accomplishment, and we therefore recommended such Legislation as was required to put into effect building lines and improvement districts, and we also submitted a plan whereby a number of major improvements could be financed during the next fifteen years. It is interesting to note that the Common Council has established a fund of one mill upon the assessed valuation of property, which fund is to be used to pay the city's share of street improvements. This fund will average approximately \$3,000,000 per year, or approximately \$45,000,000 for the fifteen year period. It was our recommendation that the city bear one-third of the cost of major improvements, and it can be seen therefore that under this plan of finance Detroit will be able to accomplish street improvements to the extent of over \$130,000,000 during that period.

We believe that we have done good constructive City Planning, and we think that we have only started the work which must be done in Detroit. We are convinced, however, that our success so far is due to the fact that we have been able to show in a very practical manner the necessity for the improvements, and their desirability from an economic standpoint. Our real success, if any, will be shown by our accomplishments during the next fifteen years.

SOME DEFINITIONS: NAMES OF STREETS, WAYS, ETC.

By WILLIAM ROGER GREELEY

President, Massachusetts Federation of Planning Boards

EDITOR'S NOTE

The only way to arrive at the definition of any word is to determine in what sense it is most *commonly* used (with perhaps a little more weight given to the use by people who use words with care), and to determine what is its history,—what its use has been in the past.

In the case of the names of traffic ways we have every possible difficulty in getting a clear-cut definition. They are much used by people who are not careful of their words. With us, too, they have been perverted, even invented, by people seeking new names to attract real estate buyers.

The present confusion has been well described in an editorial entitled "Boston Street Names" in the *Boston Herald* (Aug. 22, 1926):

"Those foreign observers who say that we are standardizing everything from bath tubs to beds should take a look at our designations of streets if they would discover an Old World variety of style. Street is the word used ordinarily, but we have so many exceptions that even the street commissioners hesitate to give a simple title to their handy little volume of where's where. They issue a book called 'Boston's streets, also its avenues, courts, places, etc.,' and that 'etc.' includes a bewildering array.

"Take Washington, for example. We find Washington street, avenue, court, heights, park, place, square, street north, street place, and terrace. In other cases we have road, circle, street footway, path, crossway, park street, way, crest, alley, hill, parkway, street avenue, boulevard, esplanade, mall, row, wharf, pier, gate (as in Charlesgate, where the last syllable is probably derived from the word meaning way, rather than from the designation of a wall opening), grove, driveway, green, circuit, block, speedway, street court and others.

"It is all confusing to postmen and the public, but it is at least picturesque, and probably inevitable in an expanding city. Certain streets, squares, or parks dominate certain sections because of age or importance and the new streets are likely to take names which indicate in a general way their relation to the well known main stems, parks, hills, corners, etc. Real estate promoters, not satisfied with the age-old manner of indicating highways, search for synonyms which give a touch of novelty and style to their tracts."

ALLEY. A narrow service street. Any short street thirty feet or less in width.

AVENUE. Originally, access to a house or building, private driveway. More recently, a broad public street. An approach (named after the thing approached, "Avenue de l'Opéra").

BOULEVARD. A broad avenue decoratively laid out, in a *formal* manner, especially with park space in the center.

BYWAY. A privately owned or subsidiary way.

CIRCLE (OR CIRCUS). Circular junction of highways or circular end of a single highway.

COURT. Rectangular pocket off a highway.

CRESCENT. Semi-circular pocket or short street.

DRIVE. A recreational or scenic way of local extent.

EMBANKMENT. A built-up bank or terrace on the edge of a body of water.

ESPLANADE. A flat wide area. Any clear level space especially for public walks or drives.

GREETING. An accented portion of a "Drive".

HIGHWAY. Any way publicly owned and maintained in contradistinction to Byway or private way.

LANE. Narrow open byway or passageway of any length.

LOOP. A circumferential way.

MALL. Wide, level, shaded walk.

PARK. Rightly applied only to public reservations for recreational purposes. Used occasionally in the names of short park-like streets.*

PARKWAY. A street through or bordering a park, laid out in an *informal* manner.**

PATH. A public foot-way, or way for equestrians.

PLACE. Similar to "Court". May also be applied to junction of a number of highways.

QUADRANGLE. An open square surrounded by buildings.

ROAD. A highway connecting one settlement, neighborhood, village, town or municipality with another, generally bearing the name of the locality. Highway from place to place.

ROW. A short street or passage.

SQUARE. Rectangular junction of highways.

STREET. Originally a paved way. A highway forty feet wide or more which is or has been part of a subdivision of land for building purposes. A main highway of a settled portion of a town or city may be so named. A highway in a settled place.

TERRACE. A court or short street occupying with its adjacent lots a small plateau.

TOW PATH. A way along a canal.

TRAIL. A way following or recalling an old route. A rough path in wild country.

TURNPIKE. Originally turnstile or turnpike, that is, a toll road. A road connecting distant points and passing through several communities.

VIADUCT. A raised or banked way leading across water, marsh, or swamp.

WALK. Similar to "Path".

WAY. A highway less than forty feet wide and not exceeding one-quarter mile in length. See "Lane".

WIND. A narrow lane.

YARD. A quadrangle or court among buildings belonging to a single institution or devoted to a single purpose.

*Cf. article on page 96 of this issue, "What Are Parks?" by Charles W. Eliot 2nd.

**Cf. the illustration on page 147 for the distinction between a parkway, a boulevard, and highway.



Courtesy of Port of New York Authority

Cass Gilbert, Architect

Proposed Fort Washington—Fort Lee Bridge, New York

ANNUAL SURVEY OF CITY AND REGIONAL PLANNING IN THE UNITED STATES, 1926*

By THEODORA KIMBALL HUBBARD

Hon. Librarian, American City Planning Institute

(For the List of Plan Reports for 1926, see page 168)

CITY PLANNING is on the map. For the first time the planning activities of the United States have been shown graphically on a real map, dated March first, and published in the 1926 Proceedings of the National Conference on City Planning,—in contrast to our annual imaginary map in previous Surveys. From news and information received for the whole year 1926, we can show the largest number of very active states yet recorded, 27 in addition to the District of Columbia, while in 16 there has been a fair showing, as against only 5 where activity is very slight. At last there is no state nor any one of the sixty largest cities in the country to be reported entirely lacking in some form of city planning or zoning work.

Current news is at hand from about *five hundred* cities and towns, the largest number yet, and of these nearly 140 are communities under 5000 population. All the very largest cities are concerned in regional planning studies, and only one-fourth of the 60 largest are still unzoned. The total number of zoned communities on Dec. 31, 1926, as reported by the Department of Commerce is around 500, comprising considerably over half the urban population of the United States, as against 6 cities representing less than 6,000,000 people in 1916. The National Conference on City Planning reported in March 1926 that there were well over 300 official local planning agencies in the United States, exclusive of zoning agencies. This gives us 90% of the cities with 150,000 population, over 50% of those from 25,000 to 150,000, and 20% of those between 10,000 and 25,000,—all the more credit being due to those foresighted smaller cities whose municipal officers believe in the proverbial "stitch in time".

The great and increasing interest of chambers of commerce in city planning and zoning is being revealed by the questionnaire circulated throughout the country by the Civic Development Department of the Chamber of Commerce of the United States. Although the returns from this are not yet complete, they are sufficient to show that a very large number of local chambers now have city planning committees, often in advance of any official city agency. All these have gone to swell the encouraging statistics which open this Annual Survey.

*This is the third of the series of Surveys in CITY PLANNING, which continues the series carried in LANDSCAPE ARCHITECTURE from 1912 to 1924, covering the period from 1910 on. No attempt has been made to include here the important field of housing, because this is treated so fully and so well by Mr. Lawrence Veiller in the files of *Housing Betterment*. The legislative history of the year 1926 will be found covered in the regular Legal Notes department of CITY PLANNING conducted by Mr. F. B. Williams (see page 155 of this issue). As last year, acknowledgment is here made to the many officials and consultants who have contributed information for this present Survey, and also to my Secretary, Miss Frazier, to Miss McNamara, Librarian (see page 168), and to Mr. Howard K. Menhinick, a student in the Harvard School of Landscape Architecture, for assistance in assembling the very great quantity of matter on which the Survey is based.

Planning an Accepted Fact.

The decision by the Supreme Court of the United States in the Euclid Village case is a final victory for the constitutionality of comprehensive zoning.* The language of the Court leaves us in no doubt that the "wisdom, necessity, and validity" of regulations which would have been rejected as arbitrary half a century ago, "as applied to existing conditions, are so apparent that they are now uniformly sustained. . . . The matter of zoning has received much attention at the hands of commissions and experts, and the results of their investigations have been set forth in comprehensive reports . . . which bear every evidence of painstaking consideration." Since the Supreme Court has accepted as a fact that the benefits of zoning justify comprehensive planning for the separation of the city into residential, business, and industrial districts, city planning and zoning commissions all over the country can feel that reasonable zoning activities are a part of the regular business of community administration.

To Secretary Hoover and the Department of Commerce, Division of Building and Housing, and its Advisory Committee on Zoning, the Supreme Court decision must be an especial satisfaction, making solid the ground of their successful Standard State Enabling Act, just re-issued. The appearance in 1926 of the City Planning Primer prepared by the Advisory Committee is an important evidence of official recognition of the subject. Secretary Hoover continues to emphasize another important means of reducing economic waste, through the work of the National Conference on Street and Highway Safety, meeting for the second time in 1926. In fact, the tremendous pressure of street congestion and the enormous losses due to inadequate traffic facilities—stated by Secretary Hoover** to amount to \$2,000,000,000 annually—cause cities to turn to comprehensive planning as the only permanent remedy.

This need of city planning as a measure of municipal economy is brought out in a survey by Mr. Fred Reed of Oakland, Calif., published in the *National Real Estate Journal* for July 26, 1926. In this survey, covering most of the largest cities of the country, all but five reported that mistakes in city planning had caused financial loss, several using extreme terms such as "immense", "millions".

In stating the need for comprehensive city planning in Portland, Ore., its Chief of Bureau of Buildings gave figures of appropriations for certain typical cities which he visited on a study tour of the country. In six cities the total appropriations for planning work for 1926 added together exceeded \$210,000, the highest (Pittsburgh) being \$100,000 (later increased to \$120,000) and the lowest \$14,000. Weighed against losses, however, how small are the sums involved!

The prevention of mistakes in planning new areas may now be encompassed in the State of New York to a degree unique in the Country:—for the first time a method is provided for municipalities to control the plan of their territory. The amendment to the general city law and village law regarding planning and platting***

*See discussion by Mr. Williams on page 155 of this issue.

**Annual Report of the Secretary of Commerce for 1926, page 28.

***See discussion by Mr. Williams on page 155 of this issue.

is one of the greatest city planning events of 1926, and the services of the Regional Plan of New York (Mr. Bassett and Mr. Williams) in bringing this to pass are outstanding. Several cities and towns have already placed themselves under the new law.

As typical of enlightened executive attitude to city planning there should be mentioned the article by Mayor Paine of Memphis, Tenn., in the issue of CITY PLANNING for October 1926, which closes: "In my judgment, the City Planning Commission of Memphis has brought about great stability in the affairs of the city itself, has influenced definitely the growth and development of the city and has inspired a feeling of confidence in the city, both within and without".

An especially important place has been accorded to city planning during 1926 in the programs of the American Society of Civil Engineers through its City Planning Division; and in the National and State Municipal Leagues the subject has been given prominence. The National Association of Real Estate Boards has sanctioned the use of *Land Planning in the United States* by Miss James* in the Standard Course in Real Estate, and the Conference of California Real Estate Boards has endorsed city planning as a state-wide necessity. The National Conference on City Planning has been more active than ever, furnishing an interesting bulletin service, as well as issuing the Florida Conference Proceedings. The Conference was well represented in the European tour to attend the International Conference on Housing and Town Planning at Vienna at which a total of 1200 delegates evidenced town planning interest in many parts of the world.

The growth of city planning sentiment throughout our own country is proven in no more striking way than by the influence exerted to make Congress realize its responsibility for the development of our National Capital. The organization of the National Capital Park and Planning Commission in 1926, and the appropriation of money for public buildings and parks in Washington to be located according to plan, are the results of coöperative endeavor representing many constructive forces, and, like the Supreme Court decision, may be taken as conclusive evidence of the indispensability of city planning.

Outstanding Features of 1926.

The splendid city planning achievements and projects of Philadelphia and the promise of regional coöperation** were revealed to the hundreds of conference and convention delegates who made the Sesqui-centennial an occasion for visiting the city. And permanent municipal improvements in South Philadelphia entailed by the Exposition may offset in some degree the disadvantage of unfortunately heavy financial losses to the city of the Exposition project.

Few cities in the country can show more progress in three years than Camden at the other end of the great Delaware River Bridge. The preparation of the Bridge Plaza, construction of the "Crescent Route" around the city's congested center, the success of her civic center (see page 150) and the progress in developing parks and parkways are phenomenal.***

*See review in the issue of CITY PLANNING for January 1927.

**See CITY PLANNING for October 1926.

***See perspective view in CITY PLANNING for October 1926.

The opening of the Delaware River Bridge in 1926 is itself a notable event; and the promise of another great inter-urban bridge secured this year by the Port of New York Authority to connect Manhattan Island and the Jersey side of the Hudson is equally striking. The proposals for a bridge across San Francisco Bay have loomed large in studies for the Bay Cities.

In 1926 our largest city has fallen into line by creating an official Committee on Plan and Survey comprising almost five hundred members. It is hoped that this large representative citizen body will ultimately initiate for New York what the similar Plan Commission has done for Chicago. Already several important subcommittees on zoning, street uses, parks, port facilities, and so on, have been organized, including men who are participating in the Regional Plan of New York studies, thus securing directly to the city the accumulated results of five years' unofficial work.

The appalling congestion of great cities appearing in most extreme form in New York seems to have given rise to an equally extreme difference of opinion regarding the causes and remedies. The skyscraper naturally offers a focus for controversy.* "Municipal Murder" is the startling headline emanating from the City Club of New York, with the slogan "Start Parks and Stop Skyscrapers". On the other side the architect Mr. Corbett sees in the automobile the source of trouble and looks to vertical growth for an antidote to the traffic congestion. In spite of the picturesqueness of the new skyscraper, however, in spite of the American longing for the biggest and the tallest,—pushed now to actual proposals for unbelievable heights and shown to the "nth degree" in the fanciful skyscraper exhibition of last December,—the majority of thoughtful citizens will agree with Mr. Thomas Edison in "The Scientific City of the Future"*** that disaster is being courted if we do not stop building skyscrapers in over-crowded districts.

The skyline of New York is being repeated on a lesser scale in the new Miami, Fla.; but even there in the midst of space, those who visited Florida cities during the city planning conference last March would echo the warning: "nothing gained by overcrowding"!*** And the lesson is further emphasized of need for comprehensive advance planning all over the state, for comprehensive laws governing city planning and zoning, and for the balanced development of urban and agricultural areas. The brave recovery of those Florida cities damaged by the hurricane shows the vitality which is at work behind ephemeral manifestations.

Among the striking pieces of city planning news for 1926 several other landmarks stand forth: the Ten-Year Progress Report of Saint Louis, the second unit of Los Angeles County highways (see page 123), the studies of the San Francisco region, the plans for Cheyenne, progress in Denver, the super-highways of the Detroit and Chicago regions, the Providence thoroughfare plan, the activities of Buffalo and the Niagara Frontier, the Pittsburgh topographic survey, the park system plan for Baltimore, Chicago regional coöperation, and Chicago River straightening.

*See article by Mr. Bittenheim in *CITY PLANNING* for January 1927.

***Forum*, December 1926.

***See the valuable symposium "What Florida can teach and learn" in *American City* for July and August 1926.



Washington Avenue, Stopping at Grand Boulevard



Courtesy of City Plan Commission of Saint Louis

Washington Avenue Cut-off, Eliminating Offset

BEFORE AND AFTER

A Feature in Carrying Out the Major Street Plan of Saint Louis

The completion of the transformed South Water Street, Chicago,* now renamed Wacker Drive, stands as a great reminder to the citizens of Chicago of the remarkable public service rendered by Mr. Charles H. Wacker, who this year retired as Chairman of the Plan Commission. For seventeen years he has led the movement to realize the "dreams" of the Chicago Plan, and his valedictory address last November could recount not only urgent problems but a high record of accomplishment.

No review of the year would be complete without a reference to the loss entailed by the death of President-Emeritus Charles W. Eliot, whose broad view of city planning as meeting a great social need will ever continue to inspire those engaged in its practice.

Educational Work.

The long-expected City Planning Primer prepared by Secretary Hoover's Advisory Committee on City Planning and Zoning appeared in preliminary form in May 1926, and thus is available as an excellent basis for various local educational leaflets as well as directly for the information of officials, chambers of commerce, and other organizations taking up the subject.

The stimulation of interest in city planning has also continued an activity of the Civic Development Department of the Chamber of Commerce of the United States, already mentioned. An ingeniously illustrated article by Mr. John Ihlder in *Nation's Business* for November 1926 must have brought squarely to their attention the business advantages of "The City Beautiful, and Useful, Too". It is interesting to note that in the State of Nebraska** chamber of commerce interest in city planning is reported as strong, several chambers having requested the coöperation of the University of Nebraska's City Planning Conservation and Survey Division in initiating civic interest. This division, which has been at work for two years, further reports several cities officially pursuing survey work and others with accomplishment to their credit.

City Clubs have been a potent factor in arousing public sentiment, in 1926 those of Portland, Ore., and Denver, Colo., being particularly noteworthy. The *Portland City Club Bulletin* is full of discussions of city planning, and the first section of the Public Affairs Committee of the Club has as its major work a study of the financing of city planning for Portland, especially arterial highways and park development. The Denver City Club has issued an informative pamphlet "City Planning in Denver" explaining Denver's needs for a comprehensive city planning organization to correlate the substantial nucleus of present achievements and calling for the formation of a local City Planning Association.

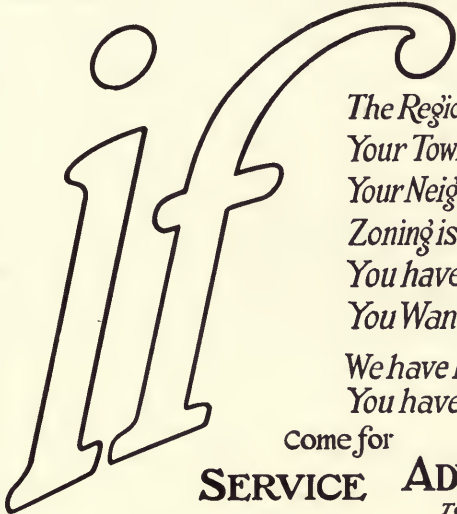
Among Plan Commission publications, as usual the Chicago pamphlets are full of driving energy. Of citizen organizations backing up city planning none have published more effective literature than those of Buffalo and Philadelphia. In the Buffalo City Planning Association's little magazine *City Facts*, under a heading "Is

*See account of Chicago achievements in articles by Charles B. Ball in CITY PLANNING for January and July 1926.

**See CITY PLANNING for July 1926.

your Organization Here?" is a list of all local organizations holding Association membership. To the reader the great variety of these shows how the city planning idea has been made to interpenetrate the social fiber of Buffalo. The City Parks Association of Philadelphia is always conspicuous for its appealing, finely-illustrated annual reports, with catchy cover headings, which keep Philadelphia citizens aware of their progress and shortcomings.

The Regional Planning Federation of the Philadelphia Tri-State District has enlisted the coöperation of the Delaware County Federation of Women's Clubs in undertaking a campaign to preserve portions of the beautiful creek valleys of the county. Prizes are offered for the best pictures of despoiled spots, to be contrasted



The Regional Plan of Highways Interests You
Your Town has a Planning Problem
Your Neighborhood Needs a Park
Zoning is Needed in Your Town
You have Land to Subdivide
You Want a Street Widened
We have Information You Want
You have Information We Need

Come for
SERVICE **ADVICE** **ASSISTANCE** and
To the **CO-OPERATION**

LOS ANGELES COUNTY REGIONAL PLANNING COMMISSION

Hall of Records Los Angeles *Hugh R. Pomeroy Secretary*

© Cut loaned by Los Angeles County Regional Planning Commission

with natural beauties in unspoiled portions. These will doubtless have a wider use in similar campaigns elsewhere. Publicity on civic items is being furnished in various other parts of Pennsylvania by the Pennsylvania Housing and Town Planning Association (formed in 1924). The press releases and bulletins of the Regional Plan of New York should be mentioned. Clever regional planning advertising comes from the Metropolitan District Planning Association of Minneapolis, Saint Paul, and Environs,—especially a little folder "Why Grow by Accident?". Los Angeles County Regional Planning Commission has an equally striking catch heading in "Plan or Patchwork—Which?" In Dallas City and County the Kessler Plan Association has continued its well organized efforts to unite all interests in carrying out the Kessler Plan. A special committee of five is handling publicity for the desired bond issue. The periodical *Kessler Plan Salesman* made its bow in the autumn of

1926 and a pamphlet "Big United Program for Dallas City and Dallas County for the year 1927" is issued as "a challenge to every patriotic man and woman". Of State-wide organizations promoting city planning the League of Kansas Municipalities should be especially mentioned, since a municipal consultant is constantly available for educational work in cities of the state (see page 161).

The use of moving pictures to show the need of city planning has been employed in spectacular fashion in Columbus, Ohio, where a former mayor of the city (Mr. George J. Karb) prepared a "scenario" to put over a civic center bond issue. The unhappy effect of a new city hall in uncontrolled surroundings was so vivid that the civic center idea was actually sold to the tune of \$1,250,000, although the bond issue previously had once failed of passage. A news item states that local motion pictures have frequently been used with success in civic campaigns in Columbus.

The teaching of city planning in the public schools begun many years ago in Chicago has been considered in many other cities and successfully undertaken in several. The account of "How the Public Schools Coöperated with a City Planning Commission"* by the Superintendent of Schools in Cincinnati shows in how animated a fashion the subject may be brought even into the Kindergarten. From the State of Indiana comes the news that the Indiana City Planning Association Primer by Professors Lommel and Bates has been used in the public schools of both Fort Wayne and Evansville. The latter city has been well known for its all-around city planning educational work conducted steadily by the City Plan Commission. A "City Planning Means Happier Homes" flier was distributed at the Home Show in April, 1926.

The need for an understanding of city and regional planning among young men and women soon to assume the duties of citizenship appears in the Resolution adopted by the National Conference on City Planning in Florida, which urged the importance of the subject for inclusion in the curricula of secondary schools and undergraduate college courses. A committee of the National Conference has been at work during 1926 on college instruction in city planning and is expected at the next Conference to make definite proposals for a one-term undergraduate course.

State Activities.

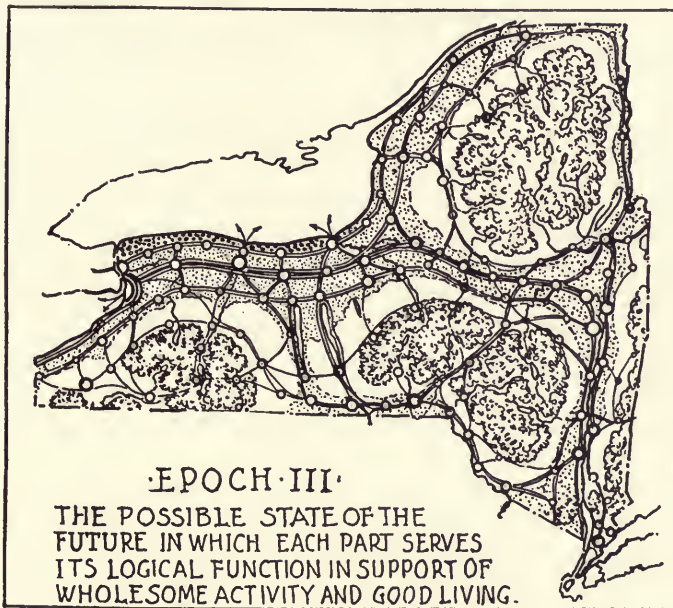
The State of Massachusetts, containing 70 municipalities (10,000 population and over) required by law to appoint planning boards, reported at the close of 1926 a total of 96 planning boards (19 more than for 1925), and of these 46 were voluntarily created, and 50 were mandatory, 6 communities over 10,000 not yet having complied with the law. Zoned communities number 47, covering 63% of the state's population; and 23 places are at work preparing zoning ordinances to be voted upon. The Federation of Planning Boards has published two valuable bulletins in 1926, one by the State Consultant, Mr. Hartman, on zoning, and one giving an up-to-date summary of the legislation under which Massachusetts communities may engage in various forms of planning activity. The annual meeting of the Federation held in Salem in October was devoted especially to regional planning and coöperation. Of the town forest movement in Massachusetts, promoted by an active State Forestry

*See CITY PLANNING for January 1927.

Association, it is stated that there are 77 municipal forests with a total of nearly 10,000 acres.

From Vermont—the only state in New England with no city reporting planning work—comes the encouraging news that the Governor and a large number of members of the Vermont legislature were present at the zoning session of the Institute of Municipal Affairs held under the auspices of Norwich University at Montpelier early in January 1927.

The State of New York has made a striking contribution during 1926 to the larger aspects of land planning. In the report of the Commission of Housing and



Courtesy of Department of Architecture, New York State Board of Housing

NEW YORK STATE

(Industry and transportation in the lower lands, farms above, and on high lands forest reservations)

Regional Planning dated May 7, 1926, there is an outline of a State survey, amplified from the showing at the International Conference, 1925,* and a forecast of the future uses of the whole area of the state. Several reports of the same Commission, recently reconstituted as the State Board of Housing,** deal with the great and novel undertaking of New York in providing state aid for housing. The reasons for permanent housing relief urged by Governor Smith on the Legislature proved cogent; the state housing bank and formation of limited dividend companies have been authorized; careful studies as to types of tenement housing with liberal open spaces have been published, and the whole country will now watch with deepest interest the

*See article by Clarence S. Stein in *CITY PLANNING* for July 1925.

**July 1; N. Y. 1926, ch. 823.

extent to which business men will coöperate to make this state venture a success. Another study by the Commission of Housing and Regional Planning (dated Jan. 11, 1926) is of very general concern, since it seeks to answer the question "What is the most economical size of a city?". The findings point to greatest economy in a community of reasonable size, with disproportionately high cost of government in the smallest and largest communities. New York State is notable this year for its \$300,000,000 program of grade crossing elimination, following an investigation by a joint legislative committee and the enactment of legislation with promised coöperation of the railroads. Maryland is also negotiating agreements for crossing elimination.

Connecticut and New Jersey are conspicuous for their admirable state highway studies. In Connecticut the U. S. Bureau of Public Roads coöperated with the State Highway Department in a transportation survey which revealed that nearly 1300 of the 1780 miles of state road system need rebuilding by 1930 to meet modern requirements,—and that, too, in a state noted as one of the first to establish a trunk-line road system. The special studies of motor truck traffic and predictions of future highway use are of general interest. In New Jersey, the State Highway Engineer has prepared a comprehensive highway plan for the state, which he reported to the State Highway Commission in a most valuable document, with particularly interesting diagrams and plans showing the relation between recorded traffic flow and proposed highway routes. In this already highly developed state system, shortening of main routes and by-passing congested centers are of major importance. The statement of requirements for a state highway system and the classification of roads is especially worth reading. New Jersey is also notable for its port studies, especially in connection with its Delaware River waterfront.

In Pennsylvania the Association of Planning Commissioners had a successful conference in February, 1926, to be followed by another one early in 1927.* There has been a very considerable amount of city planning activity throughout the state,** Allentown and Altoona being worthy of note for establishing city planning organizations within their engineering departments. Mr. Haldeman's work as chief of the Division of City Planning in the State Bureau of Municipalities has gone forward in 1926 under a limited appropriation, hoped to be increased in future to permit the resumption of bulletins and other educational undertakings.

The Indiana City Planning Association held a profitable three-day session at Terre Haute in September, 1926, with officials from all but one of the 22 Indiana cities having city plan commissions present. A valuable summary of the local progress reports here given has been mimeographed and circulated by the Association's Secretary, Professor Lommel. The use of the Indiana city planning primer has already been mentioned. The annual meeting of the Ohio State Conference on City Planning was held in Cleveland in November, 1926, and new officers were elected whose principal effort will be to secure the needed constitutional amendment for benefit assessments. For Ohio, of course, the great event was the Supreme Court decision in the Euclid Village zoning case.

*See page 163.

**See also mentions of work in Philadelphia region, Chester, Harrisburg, Pittsburgh, etc.

In Iowa the loss of Mr. Wallis, the able secretary of the State Town Planning Association to other work has meant the discontinuance of the valuable *Civic Improvement Items* bulletin, but city planning and zoning activity in the State has continued strong.

The League of Minnesota Municipalities has kept up its good work to secure comprehensive state enabling legislation for zoning and planning, and has studied the special problem of tourist camps, with its findings published in a mimeographed bulletin. The work of the Kansas League of Municipalities is described on another page of this issue of CITY PLANNING. Both state leagues publish a monthly magazine which gives space to city planning items.

California's interest in city planning is outstanding, both in its great regional movements and in the state-wide conferences promoted by the California Real Estate Association.

Regional and Metropolitan Planning.

"Regional planning, based upon economic analysis and operating through zoning restrictions, is the intelligent method of bringing about a truly sound economic layout of the metropolis." These words of Dr. Haig's in the *Quarterly Journal of Economics** are indicative of the greater emphasis being given to underlying economic considerations in recent discussions of congestion and decentralization, such as those also during 1926 in the *American Political Science Review***. The pressure of economic forces*** and the growth of a more scientific attitude are found to point to a new conception of the "regional community of the future", which is the title of the "Forecast" by Thomas Adams delivered at the joint meeting in Philadelphia in October, 1926. And at the same meeting the paper "Housing and the Regional Plan", by John Ihlder, brings a broad sociological attitude to bear on the discussion****. The legal background of planning metropolitan areas appears in papers during the year by Professor Thomas Reed of Michigan and William Anderson of Minnesota.*****

While we cannot equal the record of Great Britain in reporting 40 regional authorities actually at work on planning, nevertheless during 1926 the amount of construction in accordance with plans regionally studied is most encouraging. And among the existing official and unofficial regional planning agencies, there is a strong tendency to take into account for the pursuance of any one project comprehensive regional considerations.

We are now able to appreciate the value of broad basic studies in the group of special reports issued by the Regional Plan of New York and Its Environs during the past year. Following the Long Island studies, East River Islands proposals, the engineering series reports on traffic congestion and suggestions for relief, and on transit and transportation, we have a little circular entitled, "Basic General As-

*February and May 1926. Also reprinted by the Regional Plan of New York and Its Environs.

**February (Shelby M. Harrison) and May (Charles A. Beard).

***See also the important monograph "The Economic Background of Chicago," listed on page 169 of this issue.

****Published in full in CITY PLANNING, January 1927.

*****"What Government Should a Region Have?" in *National Municipal Review*, February 1926; and "The Extra-territorial Powers of Cities", reprinted from *Minnesota Law Review*.

sumptions underlying the Regional Plan", which is a document of great importance and which will form part of the third report of progress now in press. The co-operation of the Regional Plan staff with public authorities both in passing on and in suggesting proposed improvements, the successful promotion of enabling legislation,* the impetus to formation of official local planning agencies (there being now 41 in the region), stand already to the credit of the Regional Plan; and the avowed policy of fixing only general pattern and principles should make the comprehensive plan studies the more acceptable to local authorities when published in 1928. Two new official planning agencies in New Jersey were appointed in 1926,—Bergen County Park Commission and Passaic County Park Commission; and legislative authority for financing Camden County parks has been secured. In Fairfield and Westchester counties, New York, unofficial planning associations have been formed.

As to new regional planning agencies in other parts of the State of New York, a board for Onandaga County (including Syracuse) has been formed and the Capital District Regional Planning Association and Central Hudson Valley Regional Planning Association are both working for the establishment of official boards.

A very important group of reports by official commissions for the New York region have appeared during 1926 relating largely to rapid transit,—including North Jersey and Westchester County,—to bridges and tunnels, and to port development. It is interesting to note in nearly all these New York region reports the effective use of aerial views which give, as could nothing else, proper scale to the projects proposed.

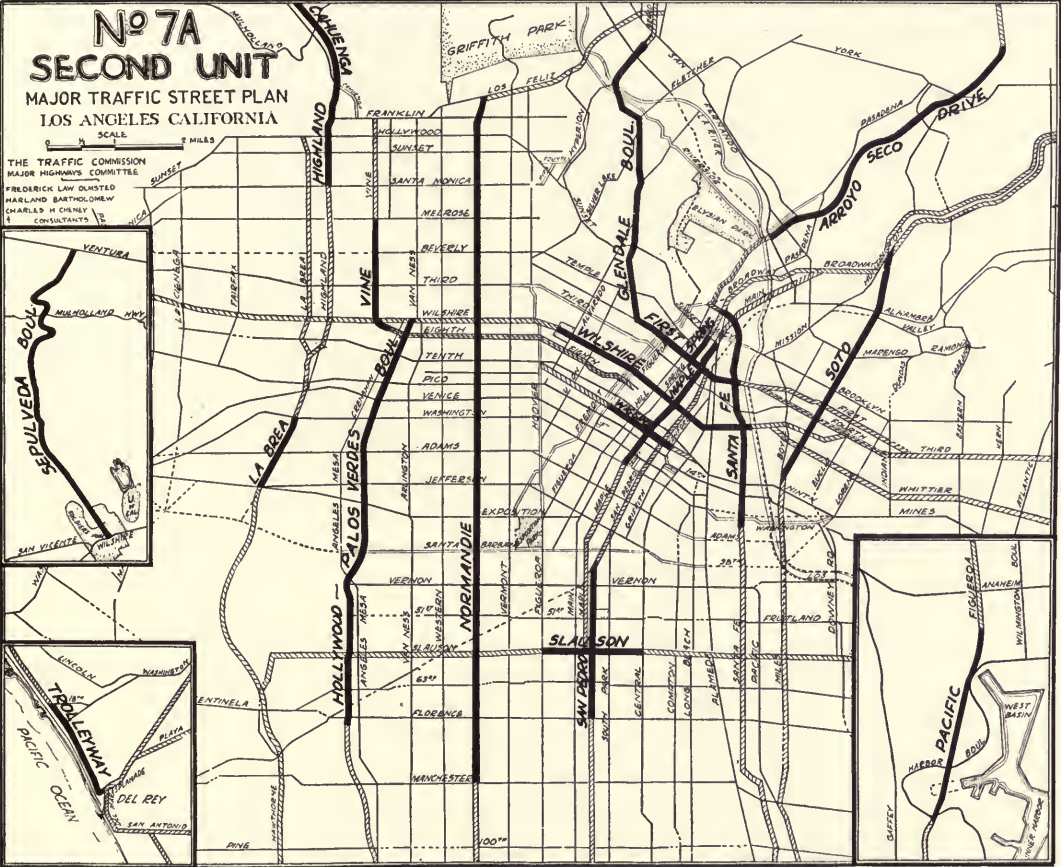
As a visible evidence of progress, the Regional Planning Federation of the Philadelphia Tri-State District** has wound up the year 1926 by issuing "A Picture of the Region", containing a statement of the Federation's program and reproductions of the survey maps and charts prepared by its staff, effectively presented in a form to arouse public interest. During the year the little *Highlights* bulletin has come out steadily full of news of local planning activities in the region,—there defined as the "area approximately included within commutation and easy one-day shopping distance of the central cities, Philadelphia and Camden". Under the direction of the Federation's Survey Committee, special studies are going forward, basic to the determination of by-pass routes for through traffic and drainage areas for possible municipal coöperation in water-supply and sewage disposal.

The regional character of the National Capital Park and Planning Commission's work for Washington and its environs will be featured in the next issue of CITY PLANNING. The work in the Boston Metropolitan District has concerned itself largely with circumferential highway and transportation, including a great bridge or tunnel across the inner harbor of Boston.

The Niagara Frontier Planning Board reports intensive work on parkway plans, aided by good local coöperation. The educational activities of the fostering Frontier Planning Association are summarized in a useful booklet "Town and Village Planning", for local distribution. The Detroit region is remarkable for the splendid coöperation of county road commissions and super-highway commissions (see page

*See bulletin "Recent New York Legislation for the Planning of Unbuilt Areas", by E. M. Bassett (R. P. N. Y. 11).

**See article by S. P. Wetherill, Jr., in CITY PLANNING for October 1926.



Courtesy of the Traffic Commission of the City and County of Los Angeles

Progress In Los Angeles County

138) in the actual construction of units in the great Master Plan. In Wayne County alone \$5,000,000 was being spent during the year in furthering the ideal of county parks and fine roads to reach them. Similarly in the Chicago region, county commissioners are furthering super-highways with the backing of the Metropolitan Super-Highway Association of DuPage, Cook and Kane Counties. The Chicago Regional Planning Association reports the consummation of a joint state, county, and municipal pavement program to cost \$32,000,000 of which \$15,000,000 are already approved, all in accordance with the master plan, which new subdivisions are also incorporating. The Regional Association subdivision regulations are now in effect in 6 counties. The Association also reports 51 zoning ordinances in effect in the region, 8 of these new in 1926. These facts appear in the report of progress for 1926, which comprises in nine pages a record of extraordinary success. Another Chicago regional enterprise is the plan for scientific sewage disposal and protection of water-supply reported by the Chief Engineer of the Chicago Sanitary District.

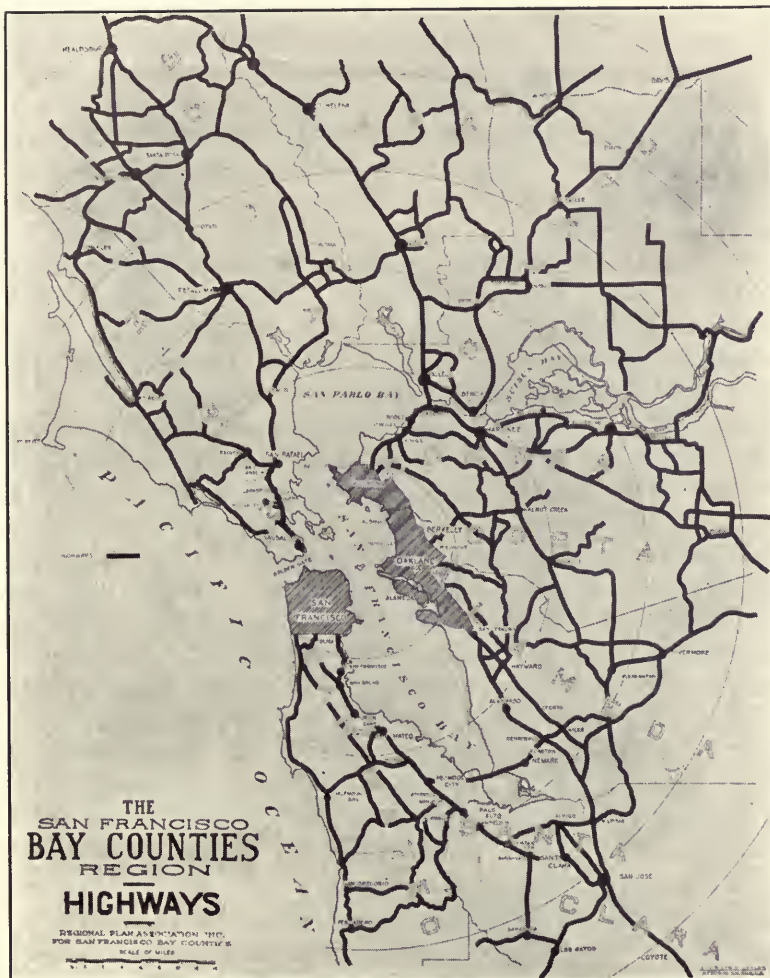
The Milwaukee County Regional Planning Department reports the making of subdivision plans for areas adjacent to the proposed parkway system hoping to procure a better development than the unrelated tangle usually found (see page 129). The Metropolitan District Planning Association of Saint Paul, Minneapolis, and Environs (thus newly entitled)* has issued a mimeographed report on sewage disposal which represents regional activity on an urgent special problem which is expected to lead to coöperation later along other lines. In the Kansas City Region an unofficial Joint Regional Planning Committee has been formed under the chairmanship of Mr. S. Herbert Hare, comprising representatives of various organizations and departments in Kansas City, Mo., Kansas City, Kan., and the five surrounding counties.

In California the Regional Plan Association for San Francisco Bay Counties is devoting detailed attention to arterial highways, with general surveys in progress in charge of Mr. Guy H. Hayler, the association's planning engineer. A subject of study has been the Bay bridge** long a focal point of public interest, with no less than 17 different bridge franchise proposals submitted to the San Francisco Board of Supervisors. A spectacular waterfront development scheme for aviation comes from Mr. Dohrmann, president of the Regional Association. That all planning for the Bay region should take into consideration measures for reducing the hazards from earthquake and fire and should study the relation between potential water-supply and growth of population is emphasized in a technical paper by Charles H. Lee in the *Bulletin of the Seismological Society of America* (June 1926).

No region can claim more spectacular progress than Los Angeles in the last two years with the second unit of the county highway system authorized and \$64,000,000 of work thus under order or in course of execution. The tremendous pressure of traffic, the appealing and continuing educational campaign conducted by the Regional Commission, the sound technical advice secured, and the remarkable opportunities for land development make Los Angeles well worth study.

*See account of the regional work by George H. Herrold in *CITY PLANNING* for July 1926.

**See article by Mr. Hayler in *Architect and Engineer*, February 1927.



Courtesy of Regional Plan Association for the San Francisco Bay Counties

Map of Bay Region Highway System

Comprehensive Plan Reports.

The official origin of Columbus, Ga.,—laid out by Act of Legislature in 1827 establishing an industrial and agricultural center in Western Georgia,—and the recent striking growth of textile manufacturing in the South give especial interest to the comprehensive city plan for Columbus by John Nolen and Associates. The fine broad tree-planted streets of the original lay-out and the still open development of the city suggest opportunity for decentralized residential and industrial growth into the surrounding region. The plans and illustrations, which are clear and well reproduced, make a report as attractive as the appearance of the city itself in the airplane view frontispiece. Progress in carrying out the plan is reported, including extension of roads, acquirement of park and school sites, and control of subdivisions. Another Nolen and Associates comprehensive plan bears the date 1926, that for San Diego, Calif. Here especial interest lies in harbor development and plans for a park system, with waterfront, playgrounds, scenic parks and recreational parkways, designed to enhance the individuality of San Diego as a tourist center, without losing the commercial opportunities which the city's waterfront location offers. Again in this report the illustrations are unusually attractive.

To invite tourists to visit Fort Myers, Fla., as a place of winter resort, and agriculturists to settle for the raising of vegetables and citrus fruits, is an important purpose of the Fort Myers Planning Board's publication of the Plan by Herbert S. Swan and Associates. Originally an army post, the city is now the shipping and market center for a prosperous agricultural region, which accounts for the inclusion of detailed climatic information in the report. Numerous small photographs show the sub-tropical character of the street planting, much of which—including the royal palm—was introduced by Thomas Edison, who bought a winter home in Fort Myers about 1886 and has greatly stimulated the city's development (see page 164).

In the City Plan for Michigan City, Ind.,—conspicuous for its present large percentage of home-owners,—Mr. Lawrence V. Sheridan, the consultant, points out the city's best future as a place of residence and light industry contiguous to the great Calumet industrial area, which in turn is part of the region of Greater Chicago. A zoning ordinance now in effect gives stability to the other features of the comprehensive scheme which is set forth in a series of very clear plans at small scale.

A report for a beautiful old residential city prepared by Mr. Arthur A. Shurtleff for a Joint Committee on City Planning of the Improvement Association and Chamber of Commerce of Newport, R. I., is particularly interesting for the adjustments to modern convenience proposed, along with the preservation of historic traditions on which its value as a famous summer resort and place of residence largely depend. Here, too, the comprehensive studies are worked out along with the zoning ordinance, in force since 1924. Like all reports by Mr. Shurtleff, the matter is exceptionally well presented for popular appeal, good photographs and plans appearing directly facing the appropriate text.

With the report on a town plan for Arlington, Mass., to the Planning Board, Mr. Charles W. Eliot 2nd makes his debut in this department of our Annual Survey. The studies are marked by careful coördination with the projects of the Boston

Metropolitan District Planning Division; and the recommendations for local improvements include the street development of vacant land (sure to be enormously stimulated by the proposed extension of Metropolitan transit), and the future playground and park requirements entailed thereby. As an example of a report for an old New England residential town still able to avoid many mistakes of unplanned urban encroachment, the text compares well with the Wakefield report by Mr. Comey of last year.

The Civic Survey of an Iowa Municipality, made as a demonstration by the Iowa State College Extension Service (directed by Mr. Wallis) at the request of the Mason City Chamber of Commerce, deals with a typical rapidly growing industrial city. Although preliminary recommendations on all phases of a comprehensive plan are made, the general interest of the report inheres in the methods used in making the survey, and the supplement which gives the Instructions to Survey Committees, used successfully by the volunteers who aided the Extension staff. As a result of the Survey the city has appointed an official plan commission with authorization to prepare a zoning ordinance.

Of the 1926 comprehensive plan reports in press but not out in time to be reviewed there should be mentioned Dayton, Ohio (Technical Advisory Corporation); Hartford, Conn. (H. S. Swan); Malden, Mass. (A. A. Shurtleff); and Keene, N. H. (also Mr. Shurtleff, which marks an important increase of city planning interest in Northern New England). The preliminary survey of a city plan for Chester (Technical Advisory Corporation), appeared only in the local newspaper.

During the year two valuable summaries of city planning progress over a period of years have been prepared,—for Saint Louis and Washington. The Saint Louis City Plan Commission report covering ten years and showing many “before and after” pictures states that the city plan has had a profound influence on the business life of Saint Louis and that a vast blighted district is rapidly disappearing, while home life has been improved by the zoning regulations again secured after the unfortunate three-year hiatus. Almost all the features of the “re-awakening of Saint Louis” predicted by Mr. Winston Churchill in 1918* have been fulfilled, the riverfront development being the one large uncompleted project now before the Commission.

The tenth report of the National Commission of Fine Arts recently published, covering from July 1921 to the end of 1925, is an inspiring review of the plan of the Federal City from Major L'Enfant to the present day, with an analysis of the great esthetic problems confronting Washington and some of the achieved solutions,—an appropriate background for the work of the new National Capital Park and Planning Commission. It contains a fine series of folded views which show among many things the setting of the Arlington Memorial Bridge, and the area eligible for the \$50,000,000 public buildings program, enacted in the closing days of the first session of the Sixty-ninth Congress.

*See Annual Survey for 1918 and 1919 in *Landscape Architecture*, January 1920.

Land Subdivision and New Towns.

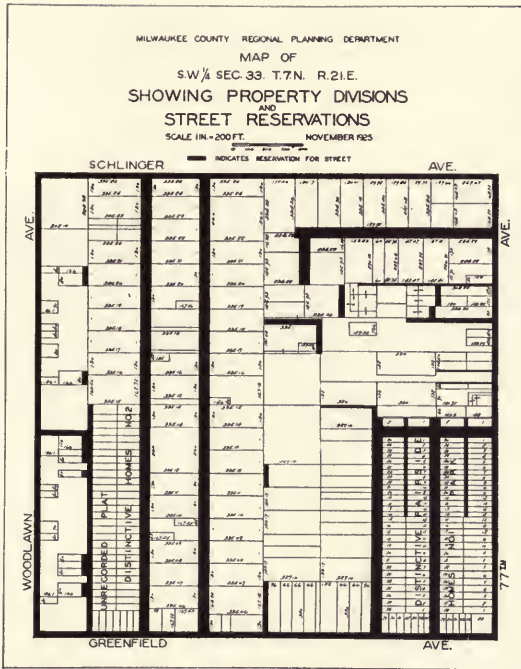
Each year the activity of the South in city planning has increased, until in 1926 we have an exceptional record of accomplishment. Both in textile village development and in resort planning the Carolinas deserve especial mention. Among the large projects reported by Mr. E. S. Draper of Charlotte, N. C., as under construction are the new mill town of Chicopee, Ga., and the housing development at Biltmore, N. C., and the great Chimney Rock Lake Lure development near Asheville, considered the most extensive resort project in the Carolina mountains, with an artificial lake costing a million dollars. In Florida, the development of Venice* by the Nolen office is unique, since the project of a complete new city is financed as an investment by the American Brotherhood of Locomotive Engineers. A feature which makes Venice of particular interest to garden city advocates abroad is the provision in the scheme for farm lands, for which there has been a great demand. Construction of the city is well advanced, over \$10,000,000 having already been employed in the project. Of pleasure resort communities in Florida there is much information in the 1926 Proceedings of the National Conference on City Planning, which body had opportunity to observe at first hand the communities sprung up as if by magic; and in the volume, also, are Mr. Olmsted's entertaining recipes, which resort developers should read with care.

Across the South in Texas, Three Rivers is "planning for growth and growing by plan" (prepared by the Bartholomew organization), in which 39% of the area is in public property,—streets, parks, and schools. In the State of Washington, Longview (Hare and Hare)**has already a population of 10,000, and the photographs in the *American City* (August 1926) showing the main thoroughfare and civic center, now and less than three years ago before construction, are well worth looking up. So also the pictures of Mariemont near Cincinnati, O. (designed by John Nolen) published during the year are proof of its success, and there is a valuable technical paper by Mr. Fay, whose firm coöperated in the engineering development of Mariemont, published in the Proceedings of the A. S. C. E. (October 1926). Kohler, Wis., (Olmsted Brothers) has been proving the advertising value of model town surroundings. Of proposed land subdivision schemes along city planning lines comes "University City", a scheme for unimproved land adjacent to the University of Illinois, sponsored by Mr. Hessel and described in an illustrated pamphlet.

Palos Verdes (Olmsted Brothers and C. H. Cheney) near Los Angeles has made a steady and beautiful growth, as one may judge from the new descriptive booklet (which unfortunately fails to give credit to the designers) and from the well illustrated monthly bulletin of the Palos Verdes Art Jury. Of the older famous residential developments, two publish periodical bulletins regularly: Roland Park, Baltimore, and The Country Club District, Kansas City. Mr. Bouton and Mr. Nichols must realize the productive emulation which their enterprises have awakened in those conducting newer land subdivisions in all parts of the country.

*See article by Mr. Nolen in *Manufacturer's Record*, August 12, 1926.

**A paper: Planning of the industrial city of Longview, Wash., was given by Mr. Herbert Hare before the American Society of Civil Engineers, at its Seattle meeting.



Results of Piecemeal Metes and Bounds Platting
 The dark portions show actual street reservations



Cuts loaned by Milwaukee County Regional Planning Department
 Regional Planning Department Proposed Layout South of Milwaukee

One very valuable form of coöperation between public interest and private enterprise in the development of new areas in or adjacent to cities already provided with plans has been reported especially this year in the letters received from consultants. Among these may be mentioned the work of Olmsted Brothers in Utica and Baltimore, of the Bartholomew organization adjoining Memphis, of Mr. Manning adjoining Birmingham, and of Mr. Glenn Phillips in the Detroit-Pontiac region,—in all these cases, private subdividers securing the services of men thoroughly familiar with the particular community's general planning problems.

In Pittsburgh, where the uneven topography might produce unfortunate types of subdivision, the Department of City Planning,—following the completion of its detailed topographic survey,—proposes to have on file suitable block and lot arrangements to show subdividers what is the reasonable development of land still open. This type of work in Milwaukee County has already been mentioned, and similar studies have been made by Mr. L. V. Sheridan for the City Plan Commissions of Terre Haute, Valparaiso, and Michigan City, Ind., as a guide in the approval of plats.

During 1926 the work of the Joint Committee on Subdivision Control of the National Association of Real Estate Boards and American City Planning Institute has been coming to tentative conclusions* which are expected to reach report stage early in 1927. An important compendium of information "Home Building and Subdividing", with articles by members of both organizations, was published last August by the National Association of Real Estate Boards (*Annals of Real Estate Practice*, vol. 3).

At the City Planning Institute meeting in Washington last May, "Planning Control of Unsubdivided Areas" was the chief subject of discussion.** During the year a very interesting compilation was prepared by Mr. Rex, Chief of the Chicago Municipal Reference Library, digesting "State laws and municipal ordinances providing that subdivisions of large tracts of land shall not be accepted, approved or recorded by public officials unless in such subdivisions reservations are made for public parks, playgrounds and similar recreational purposes". This question of parks in subdivisions is referred to later in the section of this Survey devoted to Parks and Playgrounds. The operation of the new enabling act in New York permitting towns to control future development (see page 112) should point the way toward a sound solution.

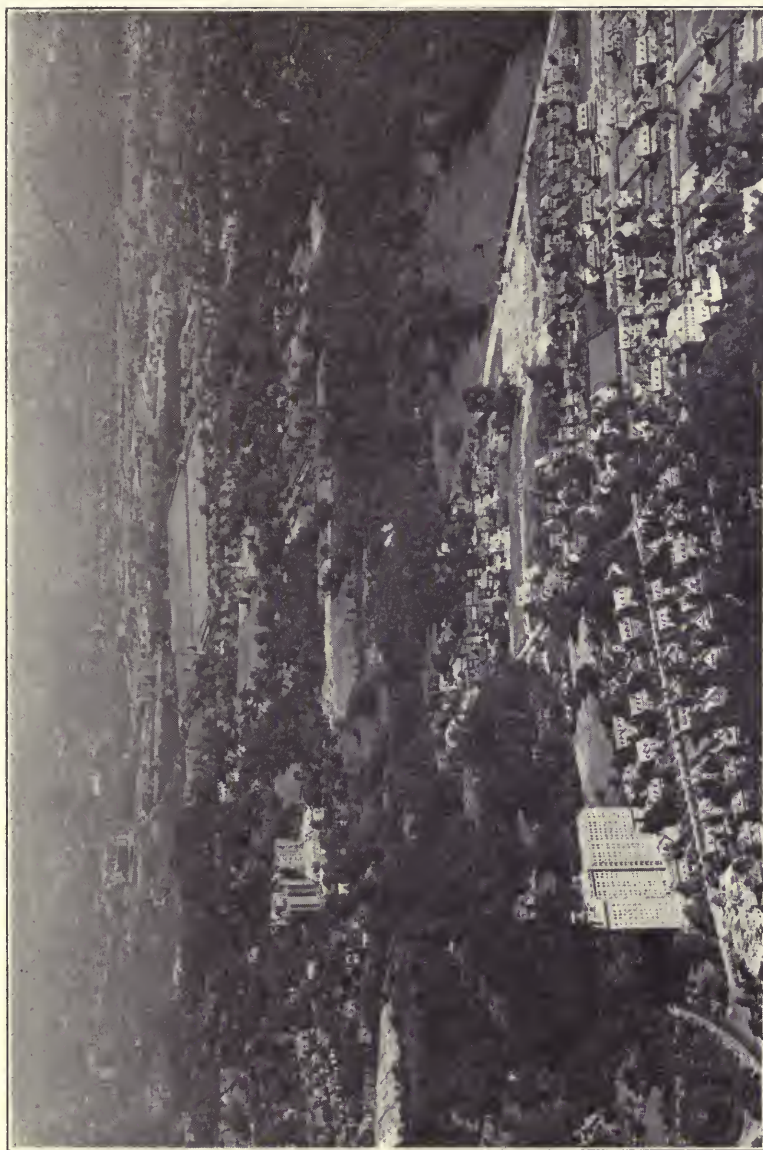
The dedication of streets in new subdivisions according to the city plan proceeds all over the country, from Portland, Ore., where over 40,000 linear feet of major traffic street plan were dedicated in the year 1925-26, to Detroit having the extraordinary record mentioned on page 104 of this issue.

Zoning.

The widespread effect of the Department of Commerce publications on zoning may be judged by the fact that over 50,000 copies each of the Zoning Primer and Standard State Enabling Act were sold by the Superintendent of Documents in the few years prior to the new editions of 1926; and since the preliminary issue of the Standard Act in 1923, 20 states have embodied it in their laws. The new edition

*See Real Estate Boards resolutions, in *CITY PLANNING*, October 1926.

**See summary in *CITY PLANNING*, July 1926.



©Aero Service Corporation

Cut loaned by City Parks Association of Philadelphia

The Threat of the Skyscraper in Unzoned Germantown, Pa.

of the Act contains one important revision based on a study of state court decisions. The solid establishment of comprehensive zoning by the recent United States Supreme Court decision has been already mentioned, but reference should also be made to the remarkable brief submitted *Amici Curiae* by Mr. Bettman on behalf of national and state city planning organizations. In this document will be found so overwhelming an array of arguments for zoning that it will be generally useful beyond its undoubted effect on the attitude of the Supreme Court.

Another zoning document useful to municipalities desiring to secure zoning is the second annual report of the Baltimore Board of Zoning Appeals, which marshalls an effective array of statements tying zoning to the whole municipal life of the city. The courage of Baltimore in surmounting the adverse court decision of 1925 is thus given an incontrovertible backing. The annual report of the Denver Board of Adjustment is interesting for its "before and after" pictures. Experiences in the operation of Boards of Appeals have already been laid before readers of CITY PLANNING (January 1927). Among the cities included no success is more evident than that of Providence, R. I.,—as witness a newspaper headline: "Resumé of zoning law results shows surprising achievement—congestion relieved, community life organized and improved, industry and business stimulated". The board of appeals principle has also had extraordinary support in the decisions handed down in the State of New York, where the courts are emphatically approving resort in the first instance to the board of appeals.

Saint Louis has rescued itself from its unhappy plight of 1923 by passing a new ordinance, prepared by the City Plan Commission constituted as a Zoning Commission, and based on the new Missouri enabling act, effective in May 1926. Of the few large cities still without zoning ordinances, the situation in Detroit is hopeful, the text of the proposed ordinance having been published by the City Plan Commission in March 1926, and submitted to the Common Council. Considerably less opposition to zoning than before seems to exist in Detroit, which unfortunately is not the case in Philadelphia, where the Real Estate Board is squarely against it, as revealed by a circular letter issued by the Philadelphia Housing Association. Nevertheless a bill for zoning in Philadelphia has been presented to the State Legislature, which body could scarcely fail to admit the need of regulative measures if it would peruse such documents as the latest City Parks Association report (see illustration showing the threat of the skyscraper in an unzoned suburban area).

In Louisville the valiant work of the Louisville Real Estate Board, Outdoor Art League, Women's City Club, and other organizations met with temporary failure when the State Senate allowed the zoning enabling act to die, in March 1926. In view of the fine civic spirit of Louisville we confidently expect the city to be successful on its next attempt. Nor can we expect Cleveland, the only other very large city lacking zoning, to tolerate much longer the blocking by special interests of its power to regulate future development. The tentative draft of its zoning ordinance prepared by the City Plan Commission is now before Council.

Massachusetts, New York, Illinois, Iowa, and Florida have been particularly active in zoning during 1926, a notable feature in Massachusetts being the spread of the single-family residence provision. The adoption by the State of Virginia of a comprehensive enabling act should produce increased activity in the coming year; and the strong movement in Texas to secure the passage of the new zoning act drafted by the City Plan Commission of Dallas ought not to fail in a state otherwise so progressive. In Arkansas the State University* is promoting a knowledge of zoning advantages which are available to cities of over 5000 population under the state enabling act, upheld in the latter part of 1925 by the State Supreme Court.

The cities and towns where zoning ordinances are in preparation are too numerous to list by name. Of the sixty or so ordinances passed during 1926** there might be mentioned: Chandler, Ariz.; Birmingham, Ala. (notable for its racial district provisions); Greensboro, N. C.; Lawrence, Kan.; Lincoln, Neb.; Flint, Mich.; Provo, Utah; Dayton, Lorain, and Hamilton, O.; Michigan City, Ind.; Champaign, Ill.; Des Moines, Ia.; Johnstown, New Castle, and Bethlehem, Pa.; Cohoes and Batavia, N. Y.; Stamford and New Haven, Conn.; Lowell and Salem, Mass.; Manchester, N. H.; and Portland, Me.

For these last two cities very interesting zoning reports prepared by Mr. Comey were published in 1926, both well presented, accompanied by usable bulk tables, and containing excellent summaries of the basic principles and advantages of zoning. The history of the New Hampshire State Enabling Act and then the ordinance for Manchester is full of interest for other states containing large rural areas, and shows that New Hampshire has emerged from its somewhat backward position as to civic improvement,—especially now that Keene is about to issue its comprehensive report including zoning.

Street Congestion and Major Street Plans.

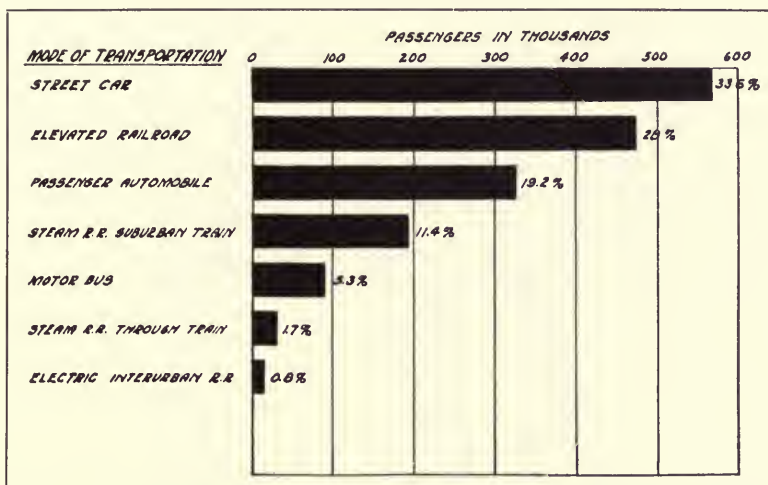
When we are told by the director of the National Conference on Street and Highway Safety that *four times the total amount expended annually in this country on street improvements is less than the amount estimated to be wasted annually due to traffic congestion*, we realize the urgency of studying means to reduce this colossal loss. The Conference itself, held for the second time as a very important means to this end, issued early in 1926 a series of its committee reports, including that on Metropolitan Traffic Facilities, which pointed out these losses and the part which street planning coördinated with a comprehensive city plan could play in the permanent solution of the traffic problem.*** The Bureau of Foreign and Domestic Commerce at Washington has published a study of the effect of vehicular traffic congestion on retail business (U. S. Department of Commerce, April 1926) which shows that,—due to faulty parking regulations, lack of parking space, narrow streets, etc.,—a very considerable unfavorable effect prevails in both down-town and local

*Zoning of Cities and Towns in Arkansas by J. S. Waterman. (General Extension Service Bulletin vol. 20, no. 7.)

**For a list, consult forthcoming supplement to the Statistics issued by the Division of Building and Housing, Department of Commerce.

***See account of Conference by Mr. Bittenheim in CITY PLANNING for July 1926.

Of the reports and studies for 1926 dealing with regulation, the final text of the Uniform Vehicle Code, covering the operation of vehicles on highways, put forth by the National Conference on Street and Highway Safety, is outstanding. Another standardizing effort has resulted successfully in California where the uniform traffic ordinance of the Automobile Club of Southern California,—based largely on the McClintock Los Angeles ordinance,—has been adopted by all the major cities of the state. The Colorado Municipal League has been working for uniformity in that state, taking into account both the model codes just mentioned. Contributing its share to the common fund, the National Safety Council has directed six community safety surveys and a special traffic study (for Schenectady) during 1926. The



From Metropolitan Street Traffic Survey Courtesy Chicago Association of Commerce

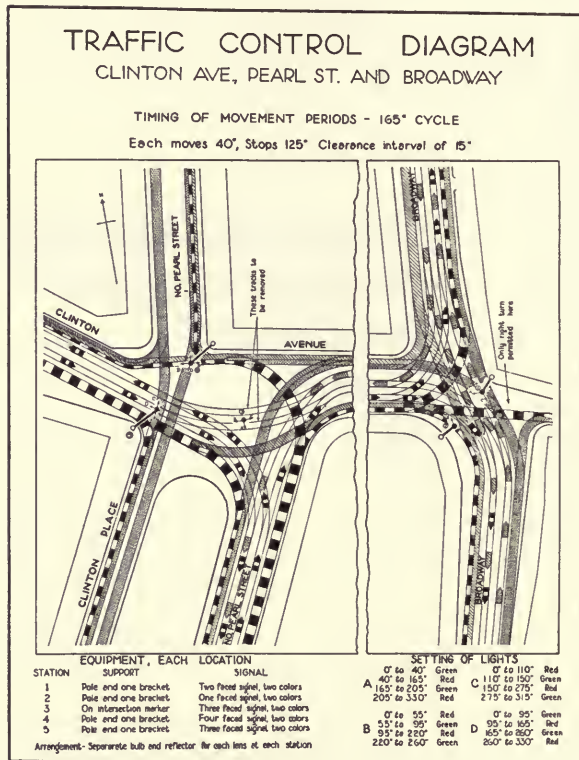
CHICAGO

Distribution by various modes of transportation of 1,693,506 passengers entering and leaving Central Business District, 7 A.M. to 7 P.M., typical week day, May, 1926.

Council finds that in practically every city there is great opportunity for safer and more efficient use of present streets, pending the day when city planning will develop better cities.

One of our great automobile companies (the Studebaker) has endowed the scientific investigation of street traffic problems in establishing the Erskine Bureau now attached to Harvard University, with Mr. Miller McClintock as director. Following his successful Los Angeles survey, the Bureau is retained to advise Los Angeles further, direct a traffic survey of the City and County of San Francisco, put the recommendations of the Chicago survey into operation, and conduct a similar survey for Boston. The large illustrated volume for the Chicago Metropolitan Street Traffic Survey published by the Chicago Association of Commerce in 1926 is exceedingly interesting. Account was taken of the studies of all established planning

agencies, and the various organizations of the region were united in advisory committees. The thorough analysis of street uses in what is termed the *Chicago Automotive Region* culminates in a proposed traffic ordinance and recommendations for a permanent Greater Chicago Street Traffic Commission. The statistics, charts, and photographs showing the factors increasing the density of traffic in Chicago, the effects of congestion, the pedestrian problem, parking problem, and so on, are very



Courtesy Policyholders' Service Bureau, Metropolitan Life Insurance Co.

Typical Diagram from Albany Traffic Report

instructive. The Chicago survey agrees with the conclusions of the Bureau of Foreign and Domestic Commerce as to the undoubted decentralizing effect which congestion has on retail business.

Like the Erskine Bureau, the Policyholders' Service Bureau of the Metropolitan Life Insurance Company shows the common ground of the public good and enlightened self-interest, on which we must substantially depend for progress in city planning. This Bureau undertook a demonstration traffic survey of Albany, N. Y.,—that city being selected as having a serious unsolved traffic problem and a sympathetic administration,—to determine what are the best traffic control measures and how great a reduction of deaths and injuries can be made by concentrating all the best measures in one municipality. At the end of the Albany report is a sum-

mary, "Suggested Plan for the Consideration of Other Cities", showing how to analyze and study the traffic problem and engineering and educational methods of relief. The illustrations in the Albany report show how complex are the solutions to which modern congestion drives us. The results of the experiment in Albany and of other advice being furnished by the Policyholders' Service Bureau will be awaited with great interest.*

The Traffic Committee of the Saint Paul City Planning Board issued a mimeographed report also published in the newspapers on the city's traffic problem. This discusses in popular straight-from-the-shoulder style the forty principal causes of congestion in the city, and among other recommendations for relief urges people to *ride to business on the street cars*. The urgency of resorting to mass transportation rather than private vehicles was also apparent in the Chicago survey (see page 135); and in Boston, where the City Planning Board and Chamber of Commerce co-operated in a traffic count, 60% of the passenger traffic was found to be carried by street railways and busses.

Of regulative measures advocated for traffic relief, the rotary system explained by the publications of the Eno Foundation, and in operation notably in Paris and Washington, is one of the best known; and the new manual by Mr. Eno, "Fundamentals of Highway Traffic Regulation", published in 1926, has been prepared primarily as a warning against the present indiscriminate use of traffic signal lights, especially the synchronized block system. A method of solving the traffic problem, covered by patents pending, is outlined by Hugh S. Young and Eugene S. Taylor of Chicago, using a four-interval traffic movement control system, regulation to be supplemented by double-spiral-ramp parking garages on all main traffic routes. That off-street day parking has become an absolute necessity in large cities is shown by the fact that few class-A buildings in Los Angeles have been built recently that do not provide internal storage facilities for automobiles. Along this line is the announcement by the First National Bank of Detroit that it will build an 18-story garage building directly connected with the bank for the use of its employees and tenants. The department store garage system is successful in both New York and Boston, and the "parking-riding" plan of the Philadelphia Rapid Transit Company—using out-of-center terminals—is another form of the mass transportation solution for downtown workers and shoppers.

Of the more strictly city planning reports on thoroughfare systems in 1926, those for Providence, Harrisburg, Pittsburgh, and the New York Region in addition to the Cook County report already mentioned, present themselves for study. The important "Providence Traffic and Thoroughfare Plan", directed by Mr. Whitten, has already been fully reviewed in CITY PLANNING,** and its main features of trunk-line express roads with grade separation should be entirely feasible under the financial program proposed. The Harrisburg "Traffic and Thoroughfare Survey", directed by Mr. Swan, and published by the City Planning Commission, has to deal with the peculiar problem of the state capitol, which cuts off streets in the main business district. A comprehensive plan of major thoroughfares and a ten-year schedule of

*See article by the Bureau's engineer, Mr. W. Graham Cole, in *American City* for October 1926.

**See October 1926 and January 1927 issues.

execution is recommended in the report, which has illustrations showing undesirable conditions in addition to traffic diagrams. An extensive traffic and thoroughfare plan for Hartford, Conn., has also been prepared by Mr. Swan, but has not come off the press in time for review. The Pittsburgh Inter-District Traffic Circuit report issued in March 1926 by the City Planning Commission advocates a feature of the already published major street plan of the Citizens Committee, and constitutes an official thorough study for a real solution to Triangle congestion in a complete by-pass system. The aggregate cost including certain features of the Flood Commission program is estimated at about \$40,000,000, but this can be spread along with the progressive stages of construction.

The group of reports issued in 1926 from the Regional Plan of New York and Its Environs includes two important contributions to the study of street congestion. "The Origin and Destination of New York City's Vehicular Traffic" shows how the counts, taken on this basis with the coöperation of the New York Traffic Police and New Jersey Highway Department, can suggest alternative routes, which are indicated on the plans prepared by the Regional staff. Other constructive suggestions, based on the surveys described in 1925, appear in the longer report on Relief of Highway Congestion, which, presented in an exceptionally effective form with airplane views, includes general studies for increasing the capacities of streets of regional importance, a regional parkway system, a system of elevated light traffic driveways, and certain special measures at typical congested points. In addition, the Regional Plan issued a special bulletin "East and West Highways on Long Island" proposing four new commercial and pleasure routes. This publication is of general interest for its discussion of express roads for heavy traffic and of light traffic speedways, and of "What is meant by a parkway?"

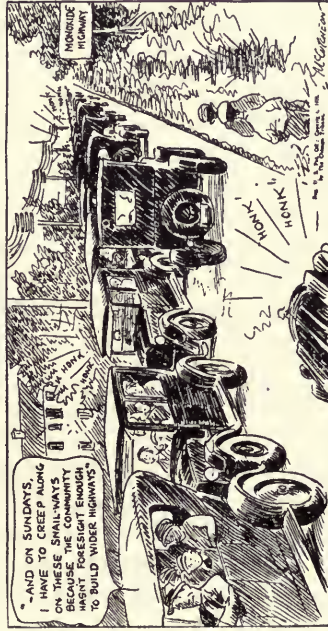
In the annual reports of the Traffic Commission of the City and County of Los Angeles greater progress is reported for 1926 than in any previous year because of the strong coöperation between the city government and the commission. The operation of the new traffic code, the work on the first unit of the major street plan, and the campaign of public education are found to have borne immediate fruit. The preliminary major street plan for the city of Boston, initiated with Mr. Comey's advice, is expected to be carried further in the next year, although great disappointment overtook Boston in the failure of the legislature to authorize the Loop Highway in the heart of the city. The Buffalo City Planning Association is trying to secure a cross-town traffic street avoiding the congested district, and major street plans for Terre Haute, Ind., Oakland, Calif., and Rocky River, Ohio, have been prepared in 1926. Progress in carrying out Wichita's plan is reported, and widenings and extensions according to plan are also reported by Major Wood and Mr. Herrold in Dallas and St. Paul.

In Saint Louis over \$4,000,000 of street work was undertaken in 1926, to result in a greater distribution of traffic with the increase in number of well paved streets. The Ten-Year Progress report states that the major street plan "has already reached a stage of execution which provides for greater freedom of traffic circulation and movement than that of any other large city". The Detroit City Plan Commission and Macomb-Wayne, Oakland-Wayne Super-Highway Commissions give interesting

THE CITY MAN WHO HAS TO DO HIS MOTORING ON SUNDAY



He gets this on week days.



And this on Sundays.

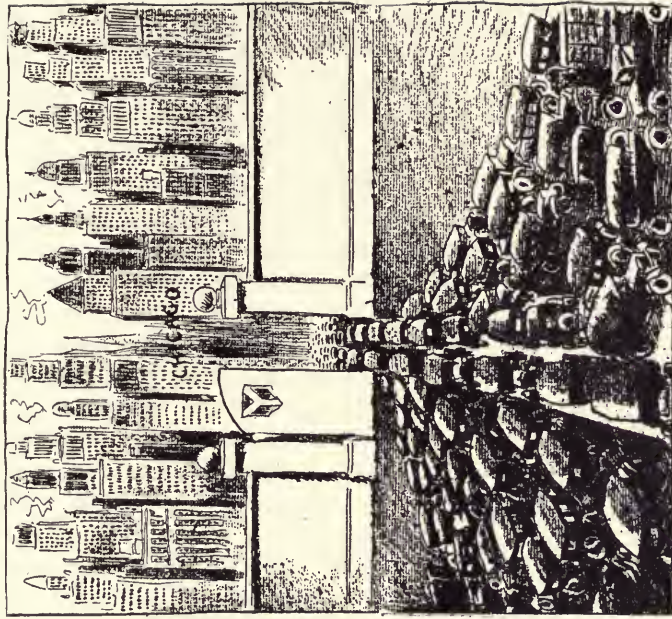
Cartoons by McCutcheon

Loan of cuts secured by Metropolitan Super-Highway Association of Du Page, Cook, and Kane Counties

WHY CHICAGO NEEDS SUPER-HIGHWAYS

Courtesy of Chicago Tribune

THE COUNTY COMMISSIONERS ARE GOING TO WIDEN THE CITY GATES



detailed reports of progress on their major thoroughfares and master-plan super-highways. The Pontiac widenings and connections with the Detroit super-highway, the by-passing of the Detroit-Chicago highway around Dearborn's business center, the method of handling property acquisition for streets in Saginaw, are all valuable points from Mr. Phillip's work. In Philadelphia progress on the Roosevelt Boulevard is notable. Chicago, perhaps, above all is a focus of attention, with the completion of the splendid two-level Wacker Drive, and with the Lake Front Drive, and other great enterprises in progress.

The privately printed proposals of Mr. E. H. Bennett, consultant to the Chicago Plan Commission, are consonant with the current tendency towards two-level ways to relieve congestion in business centers. Believing that subways will not solve the Loop District problem, Mr. Bennett proposes elevated sidewalks, with underpasses at intersections for vehicles. In New York the huge elevated express highway project around the lower waterfront, advanced by the Chief Engineer of the Board of Estimate and Apportionment, has been authorized* by an enabling act, to be financed entirely by assessments on property owners in Manhattan. Details of location and development are still a subject of discussion. Saint Louis and San Francisco have also proposed waterfront double-deck highways. In Los Angeles 50 pedestrian subways are provided for by bond issue.

As the Hudson River vehicular tunnel, now called the Holland Tunnel,—itself a two-level highway,—nears completion, the problems of its approaches on both ends are being met, and its immense probable future traffic studied in relation to other routes. More intensive use of ferries avoiding Manhattan is urged by the Regional Plan of New York. The Bridge Committee of the Regional Planning Federation of the Philadelphia-Tri-State District has made a special report on the Philadelphia end of the Delaware River Bridge approach, but the present financial embarrassment of the city will delay additional development. The Hudson is to rival the Delaware in the great Fort Lee Bridge for which the Port of New York Authority has already sold \$20,000,000 in bonds. The Modjeski report for a Boston harbor bridge is to be weighed against tunnel possibilities by the Division of Metropolitan Planning, a referendum in which cities and towns would have a chance to voice their preference being proposed by this regional authority.

Toll bridges have been successful in this country but whether or not popular approval will be secured for a revival of the toll road in super-modern form,—“autostrade” as proposed at the International Road Congress at Milan and afterwards in England,—is for the future to decide.

Transit, Transportation, and Port Development.

The keynote in solving the problem of street uses in relation to transit has been sounded by Secretary Hoover: “I am impressed with the thought that it is high time that some agency present to the public a scheme for urban transportation which will include all of [the] transportation units and which, because of some scientific scheme of coördinating the various units, will increase the use which we can obtain from our present streets and highways”.

*Chapter 484, laws of 1926.

Such is the study made by the Regional Plan of New York and Its Environs, published as "The Transit and Transportation Problem", by Harold M. Lewis. It is a comprehensive stock-taking, with very interesting maps and charts, continuing the earlier engineering monograph on traffic, and preliminary to a report on solutions. Rapid transit, railroads, waterways, and airways are studied in their relation to each other and to the plans currently proposed by the various sectional agencies at work on the problem and the Port of New York Authority. When we read the staggering estimates of total future passenger traffic and the statement that 90% of the residents within a half-mile of rapid transit stations are concentrated within a quarter-mile of these, we realize the vital effect of rapid transit plans on future city growth. "What cities lose by lack of planning could be ascertained only if it were practicable to estimate the appalling cost of obtaining adequate remedies for overcrowded traffic ways and overbuilt neighborhoods. In part these difficulties are due to the persistence of the fallacy that rapid transit promotes decentralization. Rapid transit facilitates business concentration, which may be desirable in certain places and up to a certain point. Incidentally, and for a time, it enables people who are engaged in concentrated business to spread their homes over wider areas than would be possible without it. The very fact, however, that it enables more people to live further from their work than they could otherwise, operates in time to exaggerate the numbers who are available for a day's work in the area of concentrated business, and thus rapid transit ultimately becomes a new cause of centralized congestion of activities and travel. . . The only way to promote decentralization is by a properly balanced distribution of both industries and population over wider areas with a lessening of the necessity of travel between the place of work and the home."—*Thomas Adams.*

Coördination of present subways rather than building new ones is urged by the Merchants Association Committee on Transit, and coördination for local movement of trolleys and busses, the busses not deemed suitable to substitute for the trolleys in congested districts.

The difficulties of North Jersey and Westchester communities in reaching lower Manhattan have given rise to two important reports published in 1926. The North Jersey Transit Commission document prepared with the coöperation of all other transportation agencies by an array of technical talent (D. L. Turner, C. N. Green, and Herbert S. Swan, Secretary, with Col. Wilgus reviewing) offers a comprehensive scheme of rapid transit for the whole North Jersey area centering in Newark, as yet much undeveloped, although no more distant than parts of Brooklyn (compare the effect of transit facilities as shown in the two photographs, page 143, loaned from the report). Divided into two stages, the plan hinges about direct through service into and along Manhattan by an independent new subway. The report is admirably presented with exceptionally full illustrations and data charts. A similar also independent subway for Westchester residents is proposed in the final report of the Westchester County Transit Commission. The financing could be taken care of by a fare increase which "will operate to maintain the present high standard of the type of Westchester residents" and therefore the indefinite spread of closely built develop-

ment. Another New York report is that of the New York State Suburban Passenger Transit Commission reporting to the Governor in March 1926 reviewing the various proposals of the special transit commissioners.

The Chicago Subway Advisory Commission report drawn up with the advice of Major Kelker is the latest of a long series for Chicago beginning in 1902, all of which are summarized. The principal discussion centers on elevated versus subway, with suggestions for making elevated transit for outlying areas more agreeable and less damaging to property values, while business center traffic is taken care of by coördinated subways. The Kelker-DeLeuw report on a comprehensive rapid transit plan for Los Angeles has also appeared, containing extensive studies of transit in other cities, complete statistical data for Los Angeles county, and recommendations for a unified system comprising rapid transit, interurban lines, street cars, and busses. Rapid transit would be taken care of by four lines, largely elevated, but dipping down into subways at places where the latter are more appropriate. The fact that Los Angeles has the lowest population density of any large American city is recognized in the report as a fortunate condition to be preserved. But whether rapid transit can do this is discussed in a striking pair of articles in the *National Municipal Review* (June and July 1926) by D. L. Turner of New York and C. A. Dykstra of Los Angeles, the latter under the title, "Congestion de luxe, do we want it?" Both question the old basic assumptions of rapid transit and point out the vicious circle* of congestion which it engenders.

Another monumental transit report is that issued by the Board of Public Service of St. Louis (C. E. Smith, consulting engineer), dealing with all the problems involved in mass transportation in St. Louis, and accompanied by a study of rapid transit in American and foreign cities. Here again coördination of all forms of transit is emphasized, with spectacular riverfront plaza terminals. The major street plan as laid out by the City Plan Commission is taken as the basis of all street-car and bus routings, the latter being studied especially in relation to congestion of building and street uses. Proposals for rapid transit extensions in Boston have been made public during the year by the Metropolitan Planning Division, and progress on the extension already undertaken has been steady. Studies for transit improvement in Washington, D. C., Harrisburg, Pa., and Lancaster, Pa., are under way by Mr. Bibbins.

In the much discussed problems of railway terminal operation, Professor William Z. Ripley** has taken a mean position between competition and complete consolidation. At the sessions of the National Conference on City Planning in Florida, the place of the railroad in the city plan was hotly discussed. In analyzing the congested situation in New York before the Society of Terminal Engineers, the President of the American Railway Express said the answer is to combat the huddling instinct and *spread out*, relieving street congestion by a unified system of zones for freight delivery and special roads for motor trucks.

*Cf. article by F. L. Olmsted, "Rapid transit and social values", in *CITY PLANNING* for January 1926.

**See *Harvard Business Review*, April and July 1926, which includes a brief review of some of the principal terminal reports.



©Fairchild Aerial Survey, Inc.

Outlying Rapid Transit Area of New York Rapid Transit System (Brooklyn)



©

Courtesy of North Jersey Transit Commission

Undeveloped North Jersey Rapid Transit Area, within same Radius
Two photographs showing effect of transit facilities on development

Work is proceeding on the splendid Pennsylvania Railroad passenger terminal rearrangements in Philadelphia. In Dayton the bond issue has been passed for the city's share in providing for the relocation and grade separation of all the railways in Dayton and surroundings, especially through the center of the city, thus assuring the central feature of the comprehensive city plan (Technical Advisory Corporation). Like Paterson, N. J., and Dayton, Baltimore reports progress on grade crossing elimination. Cincinnati can be proud of the progress on terminal rearrangements in accordance with the Official Plan, and Saint Louis rejoices in the agreement reached on terminal plans to relieve the complicated situation there. The Boston and Maine railroad has undertaken extensive improvement of the northern railroad terminals of Boston.

The authorization by ordinance of river straightening in Chicago,—the city's share alone costing over \$9,000,000,—involves the readjustment of many more millions of dollars' worth of railroad property, which was explained in the technical report of the Citizens' Committee formed to bring about an agreement between the railroads in the allocation of lands and distribution of benefits and costs. In connection with river straightening the Griffenhagen Chicago River Bridge survey deals largely with the effects on street and water traffic of fixed versus movable bridges, noting the esthetic superiority of the former and their feasibility without damage to water commerce. The Food Terminal report by the Board of Public Land Commissioners of Milwaukee discusses both lakefront and railroad terminals and shows how the construction of a great unified wholesale terminal—pictured in a striking perspective—could reduce the present unnecessarily high cost of food distribution in Milwaukee and attract to the city as a distribution center the handling of Wisconsin products now distributed through Chicago.

"Water is to-day our greatest undeveloped resource. . . There are imperative reasons for the execution of a comprehensive plan for the coordinated long-view development of each river system to its maximum utilization." This statement in Secretary Hoover's 1926 annual report is borne out by the increasing attention paid to river terminals in the plan reports of cities so located,—as, for instance, in Saint Louis.

In 1926 the American Association of Port Authorities issued a Compendium of North American Ports, analyzing on a standard outline all the information brought up to date from the earlier "World Ports". The annual report of our greatest port authority shows the progress in solving the problems of the Greater New York Port area, especially the work on the Hoboken waterfront and the plan for unified freight distribution and collection in Manhattan. The State of New Jersey has authorized an investigation by the New Jersey Board of Commerce and Navigation to result in a plan for the great undeveloped Hackensack Meadows. For South Jersey, on the eve of a great industrial and commercial expansion, the Delaware Port Commission appointed by the State of New Jersey has rendered a comprehensive study of the Delaware River from Trenton to Cape May as a potential port. In a conference looking to the establishment of a Tri-State Authority, it was decided that the time is not yet ripe, but that a permanent South Jersey Port Commission should be formed to cooperate with the friendly existing authorities.

In Albany the Goodrich port plan has been officially adopted. In Buffalo work has begun on the first units of municipal harbor development. In connection with improved port facilities, Mr. Bartholomew reports the preliminary publication of plans for the rehabilitation of the St. Louis riverfront and stabilization of business district, involving condemnation of 40 blocks of property, estimated to cost \$12,500,000; construction of $3\frac{1}{2}$ miles of double-deck street as approaches to the riverfront from the north and south estimated to cost \$20,000,000, and use of the open space thus created for various purposes such as a park, terminus of future rapid transit lines, parking space for 7,000 to 10,000 automobiles, and so on.

Of the 310 municipal airports listed in the Aircraft Yearbook of 1926, many are still unimproved, but the Kelly Mail Act has stimulated cities to put their fields in shape to secure air mail. Buffalo's airport is almost finished. To assure Cleveland's airport, the Ohio General Code was amended, and the field is now a great success,—the complete clearing and grading being well under way. St. Paul's field is also a success. A huge field for New York on the New Jersey marshes is proposed by the Merchants Association, to be as near as possible to the mouth of the Pennsylvania Tube, thus obviating the present frequently encountered loss of time in transferring air mail from airports distant from central postoffices. A thrilling flier by Mr. Fred Dohrmann, President of the Regional Plan Association of the San Francisco Bay Cities, is entitled "Looking Ahead—San Francisco Air Development—The covered wagon, the stage coach, the pony express, the railroad, the clipper ship, the ocean liner, and now the airplane!". A vast waterfront aviation platform is linked to the street system by an elevated highway along the waterfront. The present aviation facilities in the San Francisco Bay Region are shown on a map, accompanied by a comment on their paucity in view of the immense developments anticipated in air transport.

Parks and Playgrounds.

During 1926 work has proceeded on compiling—in a form calculated to be useful to city officials and city planners—the results of the survey of municipal and county parks throughout the country undertaken by the Playground and Recreation Association of America, at the request of the National Conference on Outdoor Recreation. Further based on these data a manual is in preparation by Mr. L. H. Weir which should serve as a guide in the development of small park systems. A notable observation reported at the meeting of the National Conference early in 1926 is the great part which school systems are taking in providing opportunity for outdoor recreation.

Of the several important 1926 reports falling in this section of the Survey, none is more worth study than the Baltimore "Recommendations on Park Extension", made to the Park Board by the City Plan Committee of the Department of Public Works (directed by Major Shirley*), with the advice of Olmsted Brothers (Mr. Hubbard). Handsomely illustrated, with really fine views of park opportunities in Baltimore and with large well-reproduced plans, accompanied by a brief effective statement in each case, the report does justice to the thorough study, coördinated

*See page 164 of this issue.

with all the planning work of Baltimore, which the ideal combination in the plan-making agency was able to encompass. The classification of recreation areas and the definitions employed are those coming to be generally adopted, and these are clearly explained,—as for example in the illustrations shown opposite. Baltimore deserves to get the appropriations and gifts necessary to carry out the recommendations of the report, which would place the city among the very first in the country as to provision for outdoor recreation. The Utica "Plan for Systematic and Economical Development of Recreation Facilities" prepared by the Bartholomew organization, is another attractive volume, with a very clever plate showing by plan and perspective on one page all the main types of recreation areas proposed for the city. Here again the classification approved by the Playground and Recreation Association of America is followed, and the types are so clearly explained in the text that their functions in the whole system are thoroughly intelligible to the citizen appealed to. A section of the report called "Civic Art" deals with the improvement of Utica's appearance.

The Recreation Survey of Buffalo, directed by Mr. Weir of the Association just referred to and published by the Buffalo City Planning Association, is an exceptionally complete piece of work, which represents the coöperation of many agencies over a period of years. The statistical matter—much of it collected by volunteer workers—and survey maps cover all forms of indoor and outdoor, private and public recreation in the city. Since the ratio of age groups to total population seems to have remained fairly constant, the Buffalo statistics should be of great interest to other cities. General principles for each type of recreation are laid down, against which the conditions in Buffalo are then checked. In the recommendations emphasis is laid on home recreation and backyard play, on better playground acreage in connection with schools, and on neighborhood rather than plant recreation for industrial workers.

The fine report for the future development of Boston's park system, prepared by Mr. Arthur Shurtleff, mentioned in the Survey last year but received too late for review, is in the same class with the reports just discussed as to attractiveness of appearance, clarity of statement, comprehensiveness of study, and usefulness outside as well as inside the city for which it was designed.

The thirtieth anniversary report of the Essex County, N. J., park system tells the story of progress most effectively by "before and after" pictures which remind one of the famous Bronx Parkway series. The report states that the tax collected on increased valuations in areas around parks "have been sufficient to meet the municipal contribution to the cost of maintenance, and a very considerable part, if not the whole, of the contribution toward cost of land and improvement". The same successful experience of "parks as investments" appears in the brochure of that title issued by the Metropolitan Conference of City and State Park Authorities, held in New York City in February 1926 to promote park acquisition in that city before it is too late to secure the land. With such shining examples of financial advantage, it is small wonder that Westchester County, N. Y., dared undertake its splendid program, and that the steady progress of Essex County and Union County, N. J., is now to be emulated by Passaic County, and that Camden County on the south can show a park development as remarkable as its civic center.



A Main Traffic Highway—Baltimore



A Boulevard—Baltimore



A Parkway—Baltimore

DEFINITIONS BY PICTURES

Cuts loaned by Baltimore Bureau of Plans and Surveys, courtesy of
Major J.W. Shirley, from Park Extension Report, 1926

The new state park system on Long Island is growing; and to the study for wise future development there the Regional Plan of New York contributed a bulletin (January 1926), emphasizing the distinction between local and regional parks,—with enumeration of the desirable attributes of each,—and pointing out the great possibilities of the South Side for large parks and bathing beaches. Another park problem report coming from the Regional Plan is the Letter addressed to the new City Planning and Survey Committee appointed by Mayor Walker proposing future recreational use of the East River Islands.

From across the continent comes news of an unpublished report by Olmsted Brothers on a park and parkway system for the southwest district of Los Angeles County, with plans for complete development of several areas, and also a park system report for Monterey. Mr. Cheney reports coöperation on plans for the great Palos Verdes Parkway. The City Club of Portland, Ore., is voicing the need for a comprehensive study to bring the city's recreation areas up on a par with other places of its class. Comprehensive park plans for Nashville, Tenn., are being prepared by the Bartholomew organization. The new National Capital Park and Planning Commission has a regional park study early on its program, which should be in scale with the already existing parks, of which an account will be found in the Tenth Annual Report of the National Commission of Fine Arts already mentioned. More creek valley parks for the Philadelphia district and the Schuylkill River improvements are discussed in the City Parks Association and Fairmount Park Art Association reports.

Waterfront improvement for recreation has a leading place in the past year. In Chicago, to continue the great lakefront park development, \$8,000,000 in bond issues have been secured by the South and Lincoln Park Boards. Boston's South Bay park plans, including an unpublished report by Mr. Comey, are before a legislative committee. At Daytona Beach, Fla., a park a mile long is being redeemed from the river. Of the comprehensive plan reports reviewed, those for Fort Myers, Columbus, and San Diego feature the waterfront. Springfield, Mass., is at last ready to begin the improvement of its river banks, and Trenton, N. J., is able to report a riverfront park development recently completed. The City Engineering Department of Dubuque, Iowa, has visualized its proposed riverfront improvement in an interesting model.* The shores of Lake Michigan are to have fine boulevards in the plans of Mr. I. K. Root for St. Joseph and Muskegon, Mich., and Flint is to have a boulevard drive on both sides of its river.

Of playgrounds, few cities in the world can say that there is a playground within walking distance of *all* the children, as Oakland, Calif., reports,—coöperation with schools being a great feature. Thus also in Detroit the playground program proposes 43, in connection with public schools, to complete the system, besides 10 new recreation centers. The beautification of playgrounds was given great publicity in 1926 by the award of the Harmon Foundation prizes.** The growing practice among real estate developers, endorsed by Mr. Harmon, of reserving park and play-

*See *American City*, May 1926.

**See notice from the Playground and Recreation Association in *Landscape Architecture* for January 1927.



“Before”



Cuts loaned from 30th Anniversary Report

Courtesy of Essex County Park Commission

Branch Brook Park, Middle Division, Essex County Parks

“The Unsightly made beautiful,” 1895 and 1925.

ground areas in land subdivisions has been embodied in some cities in their platting regulations. The legal status of this movement has been summarized in the circular by Mr. Rex of Chicago referred to on page 130.

In its stock-taking of larger recreation areas, the year has been notable for the publication of the survey undertaken by the National Conference on State Parks and prepared by its field secretary, Mr. Torrey, showing the history and condition of all the state parks and state forests used for recreation in the United States. Such accurate information will be an important factor in the wise location and development of future park areas in the country to which the coöperation engendered by the National Conference on Outdoor Recreation and the more recent informal Conference on Land Policies should substantially contribute.

Civic Centers and Civic Art.

The plans to make our national capital really the finest city in the country,* and thus fulfill the Federal City plan conceived by George Washington and Thomas Jefferson, seem nearer realization than ever before. The \$50,000,000 building program authorized by Congress, the great Arlington Memorial bridge in progress and the proposals for Roosevelt and Army-Navy Memorials, the clearing away of shack areas surrounding the Capitol, the relocation of the Botanic Garden, all will contribute to the creation of what Detroit and Chicago might call a super-civic-center. In Philadelphia the nobly situated Art Museum is roofed over, so that the ultimate beauty of the Fairmount Parkway composition can now be comprehended.

Across the Delaware, the Camden civic center is proving a successful municipal enterprise. Three years ago the City Commissioners bought 17 acres more than the 35 needed for the actual civic center site. In 1926 3 acres of this surplus were sold to the Sears-Roebuck Company by the city for four times the amount of the land's original purchase price (with the important stipulation that the architecture of the building shall meet the approval of Camden's city plan consultant, Mr. Leavitt); and at that rate the sale of the remaining surplus land will pay not only for the civic center but also for the already erected convention hall seating 8000 people! All this benefit to the city, too, without mentioning the great rise in property values of the surrounding area. Another smaller civic center scheme designed by Mr. Leavitt is going forward at Lakeland, Fla., bordering Lake Mirror.

In Buffalo plans for the city hall, the principal unit in the civic center, are reported by Mr. March as going forward; and preliminary steps have been taken for appropriation by the State of New York for the erection of its state building** on the civic center site desired by the City Plan Committee. In Utica preliminary advice has been given by Olmsted Brothers to the Chamber of Commerce as to the civic center location; and in Cleveland the same consultants have directed the improvement of Wade Park, in connection with the Art Museum. Toledo has just completed its new Safety building, the first unit of its civic center project, which is being developed in the downtown section where no new building has been erected for 15 years. In Denver plans for the new \$5,000,000 court house and city hall

*See the article "Washington's Big Building Program" in the *American Review of Reviews* for November 1926.

**Since writing, we hear that the building is authorized, but *opposite* the city hall (see illus.).



Cut loaned by City Planning Committee of the Council, Buffalo

(Ronne & Washburn)

Proposed Civic Center Development, Buffalo

1, New City Hall; 2, Site of proposed State building; 3, Hall of Records. With the Square opened up as far as Elmwood Avenue, the City Hall spanning Court Street, and the two flanking buildings in prospect, Buffalo will have a Civic Center unsurpassed by any similar development in the United States. 6, Ford Hotel; 7, Hotel Statler; 13, Electric Bldg.; 15, Lafayette Square; 22, Buffalo Athletic Club; 23, Present City Hall; 27, New York Telephone Bldg.

combined are now complete, which will harmonize with the Colonnade which houses the Greek Theater, the Voorhees Memorial and the City Library. The capital of the State of Wyoming is planning a combined state and city public center according to plans prepared by Mr. S. R. DeBoer, and some steps have already been taken to carry out the city plan recommendations of 1925. Progress on the Pasadena civic center plan (designed by Mr. E. H. Bennett) is reported, with the city hall—occupying the chief site—now in course of erection. The esthetic development of Sacramento, the state capital of California, should be taken care of by two new commissions created during 1926, the Honor Roll and Memorial Gift Commission* and the City Planning Board, created in July. The architectural renaissance of Santa Barbara, following the earthquake, has already been described in the pages of CITY PLANNING.** Mr. Cheney of California reports that although the Santa Barbara Architectural Board of Review was discontinued on account of politics after eight months, nevertheless over two thousand buildings passed on by the Board were built, practically all in the old California architecture, which has permanently stamped the city's character. Realizing, like Santa Barbara, that the preservation of its esthetic individuality is essential to the town's success, the historic town of Marblehead, Mass., is taking measures to establish a zoning system that would keep intact the town's unique street lines and historic association. Plans for improving the business centers of several pioneer western towns in appropriate local character are reported by Mr. DeBoer,***including Albuquerque, N. M., and Johnstown and Estes Park, Colo. Macon, Ga., and Asheville, N. C., both report a "Civic Renaissance".**** The amenity of army posts,—there being a number of new ones on the program in the near future,—is assured by the Secretary of War who has retained Mr. George B. Ford as city planning architect.

How much Florida depends on beauty for its drawing power was emphasized by the Chairman of the Jacksonville City Planning Commission in a paper read before the National Conference in Florida last year. An example of this is the competition inaugurated by the Biscayne Boulevard Association of Miami to secure designs for street furniture and filling stations appropriate for the fine boulevard development proposed. In spite of the great disaster at Miami, the boulevard construction has gone forward and the competition (in charge of Bennett, Parsons and Frost of Chicago, the designers of the boulevard) was duly judged and prizes awarded. The interesting results of the competition, which should be an inspiration to other Florida cities in improving the appearance of structures accessory to streets, are described in an article by Mr. Frost in the *American City* of December 1926. The Bennett firm is responsible not only for the plan of the splendid Biscayne Boulevard but also for the plan of architectural treatment of Wacker Drive, Chicago, already referred to.

The real progress of civic art in this country in the last twenty years is at last convincing the billboard interests that the public will not stand indefinitely for their

*CITY PLANNING, October 1926.

**CITY PLANNING, January 1927.

***See article in *American City* for November 1926.

****See again the *American City* for August and September 1926.

SO • THIS • IS AMERICA !



RESTRICT • BILL • BOARDS *to*
COMMERCIAL • DISTRICTS
POSTER • CONTRIBUTED *by*
PHILADELPHIA • CONGRESS • OF • ART • &
PHILADELPHIA • ART • ALLIANCE

Cut loaned by Fairmount Park Art Association.

defacement of town and countryside. The work of the National Committee for the Restriction of Outdoor Advertising is being continued actively; and in Massachusetts a Billboard Defense Committee has been organized to finance the defence of the Massachusetts billboard regulations now attacked in the Supreme Court by the billboard interests. The plausible proposals for the control of billboards along esthetic lines by the billboard interests themselves, put forward by the Outdoor Advertising Association of America, have not relaxed the vigilance of civic organizations. A review of the billboard situation by Mr. F. B. Williams was published in February 1926 by the Municipal Art Society of New York, and by Mr. H. A. Caparn in *CITY PLANNING*, July 1926. The danger of interference with official warning signs by the vast confusion of "hot-dog stand" and filling-station signs along main highways is being recognized. In the State of Tennessee all signs must be removed from state roads, in accordance with a recent act of legislature. When the borders of our inter-urban roads are freed from signs and billboards, and the stands and filling stations themselves are appropriately designed and placed, we shall have thereby brought about a more efficient and equitable service to the public at large by the great pleasure-highways built with public money, and not the present diversion and destruction of their values by private interests which happen to be abutments.

The Future.

The list of cities and towns with comprehensive plans in progress is of encouraging length, including besides others already mentioned, Lexington, Malden, and Dedham, Mass.; East Hartford, Wethersfield and Greenwich, Conn.; Port Chester, White Plains, and Schenectady, N. Y.; Camden and Trenton, N. J.; Chester, Pa., Charleston, S. C., Brunswick, Ga.; St. Augustine, West Palm Beach, St. Petersburg, Orlando, and Arcadia, Fla.; Mobile, Ala.; New Orleans, La.; Cape Girardeau, Mo.; Canton and Dayton, Ohio; Dearborn, Pontiac and Midland, Mich.; Fort Wayne, West Lafayette and Valparaiso, Ind.; Oak Park, Ill.; Duluth, Minn.; Denver, Colo.; and Glendale and Sacramento, Calif. Many other communities have reported notable single improvements under way which would benefit by coördination with a general scheme for growth.

The studies for state-wide planning, the published proposals for national planning by Mr. Cyrus Kehr and the conception of Federal land uses by Miss James (see review of both books in *CITY PLANNING* for January 1927) point to the need for a comprehensive detailed stock-taking of all the plan proposals now current in the United States,—by local, county, state, and federal authorities,—a work of such magnitude that it could be encompassed adequately only by some national agency. The Committee on Land Uses which met in Washington under the auspices of the Federated Societies last December is a step in the right direction. The comprehensive task, however, is one which any of our great Foundations for research might find worthy of initiating and which, intelligently performed, would be an invincible argument to the whole country,—especially to those sections still lacking in foresight,—for the guidance of growth according to an ordered plan.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

PROGRESS OF CITY PLANNING LAW DURING 1926

THE EUCLID VILLAGE CASE

FURTHER study of the case of *Village of Euclid v. Ambler Realty Company* confirms and strengthens city planners in their first opinion of the importance to the planning movement of this judgment of the Supreme Court of the United States. Familiar as the opinion already is to students of city planning in this country, it is unnecessary to review it in detail. The opponents of zoning have asserted that it was a taking of property contrary to the fourteenth amendment of the Constitution of the United States, and similar provisions in the constitutions of the various states. The judgment of the United States court that reasonable zoning is a legitimate exercise of the police power is therefore a victory for zoning throughout the United States. Many of our states have already upheld proper zoning; in these states there is no longer the possibility of appeal to the Supreme Court of the United States. In some states zoning has not yet been tested in law; in these states there is little doubt that the authority of our greatest court will prevail. In a few states the judgment of the courts has been, more or less conclusively, against zoning. In these jurisdictions, without constitutional amendment, we may expect a gradual change of view to bring them in harmony with the overwhelming weight of judicial opinion. It is not therefore too much to say that the complete victory for zoning in the courts of the United States has now been gained.

ESTABLISHING THE CITY PLAN

Perhaps the only other outstanding event of the year in the planning field is the progress of the movement to establish the city plan. City planners have long realized that so long as private developers could build structures in the bed of mapped streets with impunity, city planning would fail of its maximum efficiency. In 1926, as the result of many years of study, bills were drafted and became law in the State of New York to establish the city plan upon a firm legal basis. These laws were discussed at length in our NOTES for July 1926. The measures were framed as empowering acts, which municipalities were free but were not forced to employ. Our readers will be interested to know that already a number of New York communities have adopted and are using them. (Jamestown, Mount Vernon, Port Chester, Scarsdale, Tuckahoe, Rye.)

The New York laws avail themselves of the police power, following in a general way the precedent of zoning legislation. In Massachusetts a law employing eminent domain for the same purpose was introduced but has not as yet been passed. It is to be hoped that city planners in the various states will study these measures and adopt the one that seems to them best suited to their needs.

OTHER PLANNING LEGISLATION

During 1926, an even numbered year, only a few of the state legislatures were in session. A table of the more important planning measures passed during the year is given below.

BILL BOARDS: Mississippi, 1926, ch. 118, Secs. 46, 190.

BUILDING LINES: Louisiana, 1926, No. 339.

EXCESS CONDEMNATION: New York, 1926, p. 1597.

PARKS: New Jersey, 1926, p. 736 (ch. 331); p. 711 (ch. 326).

PLANNING COMMISSIONS: Louisiana, 1926, No. 305; New York, 1926, chs. 690, 719; U. S. (District of Columbia and Environs) Statutes of U. S., 1925-1926, ch. 198.

PLATTING: Louisiana, 1926, No. 305; Mississippi, 1926, ch. 308, Sec. 2; New York, 1926, chs. 880, 919.

ZONING: District of Columbia, Special height act, approved April 16, 1926; Louisiana, 1926, No. 240; Massachusetts, 1926, chs. 59, 216, 350. Mississippi, 1926, ch. 308; New Jersey 1926, ch. 315; New York, 1926, chs. 690, 719, 714, 715; Virginia, 1926, ch. 197.

F. B. W.

THE TENNESSEE DECISION

TENNESSEE: *Spencer-Sturla Company v. City of Memphis*, Supreme Court, January 12, 1927, reprinted in *Baltimore Daily Record*, February 25, 1927. This is the first case in Tennessee, under a comprehensive modern Zoning Act, to pass on and affirm the constitutionality of zoning in that state. Further comment on this interesting decision is reserved for our July issue.

DEPARTMENT OF COMMERCE NEW STANDARD ACT

The Standard City Planning Enabling Act prepared by the U. S. Department of Commerce Advisory Committee on City Planning and Zoning, just issued (see page 176), will be reviewed in these pages in our next issue by Philip Nichols, Esq., of Boston.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

EXTENT OF POWERS OF BOARDS OF APPEALS

THE Zoning Board of Appeals has to steer a broad but none the less difficult course between the Scylla of too little and the Charybdis of too much discretionary power. As a proposition of law, the scope of administrative as distinguished from legislative power is incapable of exact definition, and the boundary line differs in different states and at different periods. The legal advisor of the board may have the temperament of over-cautiousness and over-literality, or he may have the freer temperament of trying everything and seeing what may be "got away with".

In general the board ought to stay within the reasonable scope of administration as distinguished from legislation. The advisability of this course arises not so much from the danger that the board might be overruled by a court, as from the fundamental principle of the American political system that the legislative province belongs to the elective legislative body and should not be usurped by the appointive administrative official. This is a sound principle which no amount of enthusiasm for zoning should be permitted to break down. Furthermore, the cumulative effect of numerous decisions of the zoning board in cases in which the problem and solution are, in their true nature, legislative rather than administrative, may be the breaking down of the zone plan.

There seems to exist the feeling, that every time a zoning board decides an appeal in favor of the property owner in a case which that property owner might otherwise carry into court and in which the court might declare the ordinance or some provision thereof unconstitutional, the board thereby saves the ordinance. This is far from being necessarily true; for the board's decision, if viewed and analyzed frankly, might in and of itself be found to constitute a destruction of the zone plan of the city. To call that saving the ordinance is analogous to the proverbial prevention of a fatal cold in the head by cutting off the head in advance. Each decision of the board tends to become a precedent for similar decisions in more or less similar cases, so that the cumulative effect of decisions which depart from the principles, standards and districting of the zone plan and map might come to be and often does come to be the substantial destruction of that plan.

One can conceive of a zoning plan which was originally constitutional as a reasonable districting of the territory, but which becomes unconstitutional by virtue of the process of an excessive number of allowed variations and exceptions, producing unreasonable discriminations and maladjustments.

Expressed in a rough and ready way, the distinction between zoning administration and zoning legislation, and consequently between the province of the board of appeals and the province of the city council, may be stated as follows: it is the

province of the council to make the map, to describe the regulations governing the various districts on the map and to fix the height, area, occupancy, etc., standards applicable to the different districts. Necessarily the districts are laid out in large areas, and necessarily the standards are made substantially uniform for each district and represent a fairly reasonable standard as a general or uniform standard for the district. Owing to the varying topography of the zoned territory and other exceptional situations, there will be lots or places to which these standards, appropriately fixed for the district as a whole, cannot be applied without producing an unreasonable or excessive hardship and injustice; and the province of the zoning board, in addition to that of enforcing and interpreting the ordinance, is that of modifying the standards in their application to these exceptional situations so as to avoid these unreasonable and excessive hardships, while at the same time maintaining, by and large, the zoning plan and the zoning standards as incorporated into the ordinance by council.

These situations calling for the exercise of this function of the zoning board are necessarily of an exceptional nature; for otherwise, that is, if the board allows variations in situations which are frequent or non-exceptional, that fact demonstrates that the board is instituting and applying standards other than those specified by council. In this short note there is not space for mention of more than one or two illustrations of types of situations properly calling for this power to vary or modify. A specific lot may be of such topography that to apply the set-back and rear-yard standards of the ordinance might make it utterly impossible to build. Obviously that is a case requiring some modification of the ordinance standard. A specific industrial plant may find itself right on the border line of a residential district and unable to expand unless an exception be made in its case. This is a situation in which an exceptional problem is to be dealt with in a reasonable manner, while preserving the use standards of the ordinance so far as possible. There are other border-line situations justifying similar treatment, as, for instance, a lot placed in a single-family district but on the border line of an apartment house district completely built up with apartment houses, where the allowance of a development intermediate between the multiple-family structure and the detached single-family house may be the only reasonable treatment. Other examples could be mentioned.

It is not the province, however, of the zoning board to disagree with the zoning plan, but solely to apply that plan. It is not the province of the zoning board to cure bad zoning by council. For instance, it is not the province of the zoning board to allow a business use on a lot in a residence district because such lot belongs in and should originally have been placed in a business district. When a zoning board does that, it is breaking down the zone plan, not preserving the zone plan, even though its decision serve to keep the case out of court. When a zoning board permits the height limitations of a district to be substantially exceeded on a lot in the midst of the district, simply because the owner has demonstrated to his own and the board's satisfaction that the greater height is justified by economic considerations, that board is destroying the plan and invading the province of council. When the need for re-zoning becomes apparent, that re-zoning is in the province

of council. When the need for amendment of the zone plan becomes apparent, that is likewise in the province of council. The dividing line cannot be expressed except in the very general language contained in the typical zoning ordinance or as above stated. In the individual case, however, there is usually no great difficulty in deciding whether it falls within the province of an administrative or a legislative body; and, in the long run, harm will come to zoning and city planning if zoning boards permit themselves to be tempted into the legislative field.

ALFRED BETTMAN.

COMMENT ON MR. BETTMAN'S STATEMENT

Mr. Bettman's excellent statement is timely. The relation of a board of appeals to a sound zoning plan is easily the most important zoning subject just now before the country. No one can doubt that "when the need for re-zoning becomes apparent, that re-zoning is in the province of council." The question is whether, pending such re-zoning by the council, it is better for the board of appeals to refuse to take jurisdiction and let the court declare the ordinance unconstitutional first in one respect and then in another, or whether it is better for the board to take jurisdiction and make a variance if the zoning regulation is arbitrary, thus preventing a declaration of unconstitutionality. It is apparent that there are two classes of cases. Those of the first class arise as exceptional situations where the council has made a by and large regulation that is reasonable. Those of the second class arise where the council has made a by and large regulation that is arbitrary. Mr. Bettman would say that the board should not accept jurisdiction in an application of the second class. We would say that it should. At the same time we would insist as strongly as Mr. Bettman that it is the function and duty of the council to re-zone when necessary. Re-zoning by making variances is thoroughly bad. Councils and property owners are not likely to sit idly by for long and let it happen. After two or three variances of the second class have been made, the council usually gets busy and alters the map. If, however, variances in cases of the second class had not been made in Greater New York during the past ten years, there would undoubtedly have been from twenty to fifty court declarations of unconstitutionality, and to-day the zoning law would be without respect instead of being an unimpaired structure. It is strong because no court has ever held that any detail was unconstitutional. The board of appeals followed by court review is the safety valve.

Atlanta had a good zoning enabling act, a good ordinance, and a duly constituted board of appeals. Everything was working well until a case of the second class arose. The board of appeals refused to take jurisdiction, being advised to refuse by the city attorney for the reasons stated in Mr. Bettman's article. The door being wide open, the applicant enjoined the city officials from preventing him from erecting a store in a residence district on the ground that the regulation was arbitrary and unconstitutional. On appeal the highest court of the state sustained the applicant in his position. The court, when it once got started, did as courts often do when incensed by a new kind of legislation, went further than was necessary and declared that both the state enabling act and the city ordinance were void in

so far as they tried to prevent business in a residence district. This was the downfall of zoning, not only in Atlanta but in the entire State of Georgia. Now the zoning train is off the track in Georgia just the same as it is in New Jersey. The people of both states are wondering whether they will need a constitutional amendment to get the cars back on the track again.

In Greater New York and some other cities where zoning is running smoothly, the boards of appeals, when cases of the second class arise, accept jurisdiction but do not make a blanket variance permitting all kinds of prohibited uses. For instance, they do not make a variance for a lot in a residence district whereby the owner can use it for any use allowed in a business district. Not at all. This would introduce a fish store, a butcher shop or a hundred other sorts of injurious uses into a residence district. The variance is granted on condition that dry goods merchandising, for instance, can be conducted on the first floor with residences above, that the building must set back twenty feet, and that there must be no opening in the side wall toward the residences. This method is not tantamount to establishing a small business district by variances instead of by legislative act. It is carrying out the protective purpose of the law instead of inviting a declaration of unconstitutionality.

The highest court of the State of New York has declared that the board of appeals need make no distinction between cases of the first and second class. If the zoning regulation is arbitrary, the board of appeals should take jurisdiction and give relief. The court does not halt between cases of the first and second class to point out their difference. Property owners in the State of New York are fortunate that their highest court did not do so. If this court had said that a board of appeals should accept jurisdiction in the first class but refuse it in the second class, every applicant would claim to be in the second class so that he could sidestep the board of appeals and smash the zoning regulations by direct court action. As a practical matter the distinction between cases of the first and second class is so difficult and so subject to dispute that the board of appeals would never know when to accept jurisdiction. Misunderstandings would hold up business operations. This would be bad enough but the inevitable monthly or yearly declarations of unconstitutionality would be worse.

The reader who is interested to pursue this subject is urged to examine the two court opinions to which reference has been made,—*People ex rel. Sheldon v. Board of Appeals*, 234 N. Y. 484 (1923); *Smith v. City of Atlanta*, 132 S. E. Rep. 66 (Georgia, 1926).

E. M. B.

CURRENT PROGRESS

Conducted by GEORGE B. FORD, Chairman
LAWRENCE VEILLER HAROLD S. BUTTENHEIM
CHARLES W. ELIOT 2nd

CITY PLANNING AND ZONING IN KANSAS

By HAROLD D. SMITH, Consultant
League of Kansas Municipalities

Cities depend for their growth on industrial development. Although many groups are active in encouraging industrial progress, Kansas is essentially an agricultural state and we may expect the growth of its cities to be slow. The "boom days" of Kansas towns are over, with the occasional exception of a city which suddenly finds itself both blessed and cursed by its proximity to an oil field. The population curves for the most part rise gradually. The exceptions are those cities in the southeast part of the state which suffered population losses with the depletion of coal and lead mines, and a few other cities which have lost trade territory to more favorably located neighbors. Slow growth may be either an advantage in city planning or a handicap. Rapidly growing cities may quicken their city planning on account of an impetus born of growing pains, and because of their greater resources make notable progress. However, the slowly growing city which develops sufficient civic consciousness to analyze its planning problems is not forced to hasty action, and it will need to accept fewer compromises. Perhaps city planning in more slowly growing cities has fewer obstacles than in cities of more rapid growth.

The 558 incorporated cities in Kansas are divided into three classes, according to population. The first class of 11 cities ranges from 15,000 to 120,000 in population; the second class of 77 from 2,000 to 15,000; and the remainder are cities of the third class below 2,000 population. Many cities have doubled in population since 1900; Wichita, the second largest city, with a population of 95,000 has tripled in population since 1900. Most of the cities of the third class are little more than rural villages. Despite the fact that the state is essentially agricultural, 53% of its population resides in incorporated cities.

Legislative recognition of the need for city planning took form in 1921, when the state legislature passed an act permitting any incorporated city to appoint a city planning commission with rather broad planning powers. In the same session an enabling act was passed to permit cities of 20,000 or above to zone. The 1925 legislature extended this power to cities of the second class and the present legislature seems disposed to further extend the power to all cities. The validity of reasonable zoning was established by the State Supreme Court in the case of Ware vs. the City of Wichita, in which the plaintiff sought to build a store in a residence district, and the Court later re-affirmed its stand in three other Wichita cases. So well written was the opinion in the case of Ware vs. the City of Wichita that portions have been quoted widely in planning reports and in court decisions in other states. The recent decision of the United States Supreme Court has given greater

confidence to those interested in the control of private property by means of zoning. While city planning is firmly entrenched in the law of the state, its application reveals the need of certain amendments and extensions if city planning is to progress without legal handicaps. Much of the special legislation should be replaced by comprehensive enabling acts. City planning legislation should not recognize population boundaries. A law found workable in any one population class should be extended to all classes. The most imperative need, however, at the present time is for a board of adjustment in the zoning enabling act. The experience of the earlier cities in the administration of their zoning ordinances amply demonstrates this. A board of adjustment would minimize political influence and safeguard both the community and zoning, and relieve the court of unnecessary work.

Following the acts of the legislature of 1921 several of the larger cities began work on comprehensive city planning. Wichita is the only city to issue a printed report, although a few other reports are in progress. No broad interest in city planning was manifested until in 1925 the power to zone was extended to all cities of the first and second classes. Many cities quickly grasped the possibilities of zoning. Strictly the planning of public property should have come first, but it would have been unwise to ignore this demand. Since the passage of this act, 18 planning commissions have been appointed, making a total of 23 in the state. While most of these commissions were appointed ostensibly to prepare zoning ordinances, in so doing they have been brought face to face with more comprehensive planning. Most of these have become fascinated with their job and take the responsibility of their work earnestly.

Eleven cities have zoning ordinances in effect, and in five other cities surveys and ordinances have been prepared ready for passage. Practically in all cases have ordinances been prepared on the basis of thorough surveys of the entire areas. Only in a few instances have cities taken the preparation of zoning ordinances lightly. Kansas can now boast of more zoned cities than any state between Illinois and California.

The League of Kansas Municipalities has encouraged the interest in city planning and zoning through its monthly publication, *Kansas Municipalities*, special bulletins, and special roundtables in annual meetings. The staff of the League has rendered assistance to member cities in zoning and city planning. A trained landscape architect has recently been added to the staff to assist in the planning work and to design and develop parks, playgrounds, school grounds, et cetera. The cities pay for this work in addition to their League membership fees.

Too frequently cities make excellent paper plans which are lost in civic or official indifference. It is felt that assistance, easily accessible, will be an incentive to action. Experience seems to support this contention. Through the almost continuous contact of the staff with member cities, plans are reasonably certain to be executed which might otherwise fall by the way.

Cities of Kansas offer no such problems of congestion as are presented by many eastern cities. The opportunity for constructive planning is therefore greater. The cities being new, almost every defect can be corrected over a period of years, and new planning properly directed. It is believed that the city planning movement in

the state can be greatly stimulated and unified by the organization of a state planning conference, made up of memberships of the various city planning commissions, the organization of this conference to be fashioned after those operating successfully in other states.

Kansas cities are no longer in the pioneer stage where all energies must be expended on bare necessities. A new frontier has been reached and now our task is to pioneer in making Kansas cities the most convenient, healthful, and beautiful places in which to live.

PENNSYLVANIA ASSOCIATION OF PLANNING COMMISSIONERS 1927 CONFERENCE

The Pennsylvania Association of Planning Commissioners and the Pennsylvania Housing and Town Planning Association held a joint Conference in Harrisburg, February 17 and 18. This conference brought together a more representative body of commissioners and other municipal officials than any previous meeting, and indicates a very gratifying increase of interest in city planning work throughout the state.

The reports made by the various commissions indicated that during the past two or three years there has been a great increase in their activities and actual accomplishments. Coöperation and unity of purpose has been established between the councils and the commissioners where formerly there was little contact and less mutual support. There is a much better general understanding and appreciation of the work, and it is being much more liberally financed than heretofore in many of the cities. Very substantial progress was reported by some of the commissions in making surveys and plans for extending the main highway and park systems into the three mile jurisdiction beyond the city boundaries, this work being somewhat in the nature of regional planning.

While a great variety of matters pertinent to city planning were discussed, zoning continues to be the most popular subject and the one which is receiving a great amount of attention.

This conference, which has heretofore had a rather precarious existence, now seems to be in a fair way to become a permanent fixture in the city planning activities of the state.

B. A. HALDEMAN,
*Chief, Division of City Planning and Municipal Engineering
Pennsylvania Bureau of Municipalities.*

THE BALTIMORE BUREAU OF PLANS AND SURVEYS

The Charter Amendment which established the Bureau of Plans and Surveys was voted upon in the November Election. This amendment was approved by the voters without any change from the outline as printed in the *Municipal Journal* of October 25, 1926. The amendment combines the old Topographical Survey Commission, the City Surveyor's Office and the Bureau of Drafting into the Bureau of Plans and Surveys, which was originally subdivided into three divisions: the City Plan Division, the Survey Division, and the Drafting Division. All of the duties which were formerly executed by the three departments are included among those to be done by the new Bureau, as for instance: all city planning, all surveying, and all drafting for the municipal departments.

On October 22, 1926, ordinance No. 845 was approved, and it placed additional responsibilities upon the Bureau. They are: the naming of all public highways, the numbering of houses, and the preparation of a uniform description for all pieces of property within the city limits. In order to carry out this new work another division, known as the Property Location Division, was created, thus bringing the personnel of the entire Bureau up to 159 members.

During the short time that the Charter Amendment has been in operation, we feel that the change made is a wise one; and our Bureau is now running along smoothly under the new regulations.

JOSEPH W. SHIRLEY,
Engineer of Plans and Surveys.

A SOUTHERN STREET



Cut loaned by courtesy of Herbert S. Swan, from Plan Report

"First street, one of the most beautiful streets in the world, is an illustration of what nearly every street in Fort Myers might be."

(See page 126)

INSTITUTE NEWS

Conducted by FLAVEL SHURTLEFF, Secretary

NINETEENTH NATIONAL CONFERENCE ON CITY PLANNING

Washington, D. C., May 9, 10, 11, 1927

REVISED PRELIMINARY PROGRAM

Monday, May 9th

9 to 11—REGISTRATION.—Wardman Park Hotel.

11 to 12—INFORMAL RECEPTION.

12.15—LUNCHEON. Welcome and Response.

2 to 4—*Afternoon Session:* Public Services which Require Regional Planning and Control.
Hugh R. Pomroy, Secretary, Los Angeles County Regional Planning Commission.
Nicholas S. Hill, Jr., Consulting Engineer, New York City, President, Hackensack Water Company, New Jersey.

Governmental Organization to Promote Regional Planning and Execution.

Frank H. Sommer, Dean, New York University Law School, New York City.

Howard E. Long, Secretary, Niagara Frontier Planning Board, Tonawanda, N. Y.

6.—DINNER. Round Tables.

College Instruction in City and Regional Planning.

Led by James Sturgis Pray, Chairman, School of Landscape Architecture, Harvard University.

Economic Height of Buildings.

Led by J. Rowland Bibbins, Consulting Engineer, Washington, D. C.

8.—*Evening Session:*

Twenty Years of Planning in the United States.

John Nolen, President of the Conference.

The Planning of Capital Cities as Illustrated by Washington.

Charles Moore, Chairman, The Commission on Fine Arts, Washington, D. C.

The Next Twenty Years in City Planning.

Lewis Mumford, Author—"Sticks and Stones," "The Golden Day."

Tuesday, May 10th

8.—BREAKFAST. Round Tables.

Zoning.

Led by Edward M. Bassett, Counsel, Zoning Committee, New York City.

The Function of the City and Regional Planning Commission.

Led by Harland Bartholomew, City Planning Consultant, St. Louis, Mo.

Morning Session: Section Meetings on Regional Planning.

9.30 to 11.—Regional Highways.

Colonel Sidney D. Waldon, Chairman, Detroit Rapid Transit Commission.

Henry A. Barker, Chairman, City Plan Commission, Providence, R. I.

10.30 to 12.—Preservation of Regional Open Spaces.

What Spaces Should be Preserved and Why?

Thomas Adams, Director, Regional Plan of New York.

How Can the Open Spaces be Preserved?

Alfred Bettman, Cincinnati, Ohio, Past President, Ohio State Conference on City Planning.

12.15 to 2.30—LUNCHEON. Guidance or Control of the Architecture of Private Property.

Charles H. Cheney, City Planning Consultant, Palos Verdes Estates, California.

3.—Boat trip on the Potomac.

6.30.—DINNER. Round Tables.

Zoning.

College Instruction in City and Regional Planning. Professor Pray.

8.—*Evening Session:* Development of the National Capital and Its Environs.

The program of this session will be in charge of the National Capital Park and Planning Commission and speakers will be announced on the final program.

Wednesday, May 11th

8.—BREAKFAST. Round Tables.

Zoning. Mr. Bassett.

The Function of the City and Regional Planning Commission. Mr. Bartholomew.

Morning Session: Section Meetings.

9.30 to 11.—How City Planning Affects Land Values.

Lawson Purdy, New York City, Past President, National Municipal League.

John Ihlder, Manager, Civic Development Department, United States Chamber of Commerce, Washington, D. C.

Eugene S. Taylor, Director, Chicago Plan Commission.

10.30 to 12.—The Regulation of Land Subdivision.

A Joint Committee of the National Association of Real Estate Boards and of the Conference has been studying this subject for more than a year.

Representing the Conference: Morris Knowles, Chairman, City Plan Commission, Pittsburgh, Pa.

Representing the National Association of Real Estate Boards. Fred E. Reed, Oakland, Calif., or Irenaeus Shuler, Omaha, Neb., First Vice President, National Association of Real Estate Boards.

12.15.—LUNCHEON. Live Problems in City Planning and Plan Administration. Questions and Answers.

3.—Automobile trip around Washington.

City Planning Tour.—Busses will leave the Wardman Park Hotel on Thursday morning for Baltimore, where a day will be spent in a planning tour of the city. In the late afternoon busses will leave Baltimore for Philadelphia. Friday and Saturday will be spent in Philadelphia and nearby cities.

THE INSTITUTE MEETING IN NEW YORK

The first joint session of the American City Planning Institute and the American Society of Landscape Architects was held at Hotel Roosevelt, New York City, on Wednesday, March 2nd, 1927.

PROGRAM

MORNING

"Small Parks for Playgrounds,—how large, how distributed, how acquired, how developed".

General Outline—Edward M. Bassett

How large, how distributed—Henry V. Hubbard, George B. Ford

Leader of discussion—Charles N. Lowrie

Paper on playground design—Robert Wheelwright

AFTERNOON

"Small Parks for Playgrounds,—how large, how distributed, how acquired, how developed".

How acquired—Alfred Bettman, Thomas Adams

How developed—Arthur A. Shurtleff, Henry Wright

Business Session, A. C. P. I.

Mr. Arthur Shurtleff, the newly-elected President of the American Society of Landscape Architects, presided. He spoke interestingly about some of the lesser known characteristics of Baron Haussmann as a city planner, and then introduced Mr. Bassett who gave a general outline of the subject of the day's session. Mr. Bassett made clear the legal differences between parks, playgrounds, and school sites. He analyzed the various methods of acquiring park or playground sites, that is by purchase, by condemnation, and by dedication; he showed the short-comings of the special assessment method of paying for park and playground areas, and concluded by recommending that parks for playgrounds should be acquired by purchase under bond issues.

Mr. Hubbard gave a classification of types of outdoor recreation areas usually found in park and playground systems, with examples, and referred to recent experience in Baltimore,—which was later commented on briefly by Major Shirley.

Mr. Ford raised a question of desirable minimum standards for determining playground area. He showed that, based on several investigations, there was some evidence of standard requirements for different types of playgrounds, that is, for children of elementary school age, for children of junior high school age, and for playfields where football and baseball grounds would be included. At the close of his remarks the suggestion was made that a vote be taken on unit requirements for various types of playgrounds. After some discussion the suggestion was voted down, but a motion was passed that the governing boards of both the City Planning Institute and the Society of Landscape Architects send a memorandum to the members of both societies on the subject of unit requirements for playgrounds and that the memorandum be followed by questions which would at least record the opinion of the members of the two societies on requirements for different types of playgrounds.

Several members also contributed briefly to the discussion, led by Mr. Charles N. Lowrie, of New York.

Mr. Bettman emphasized the necessity of the master plan, based on a scientific survey, and the acquisition of small park areas in accordance with the master plan. He agreed with Mr. Bassett that these areas should be purchased or condemned and should be paid for out of bond issues.

Mr. Adams, drawing lessons from experience in England and this country, dealt largely with how long in advance it is wise to acquire park lands, pointing out that loss of taxes is sometimes greater than the cost of later acquisitions.

Mr. Arthur Shurtleff illustrated by lantern slides the development of play areas both in large and in small cities, showing a particularly interesting example from the North end of Boston, where a playground was cut out of the heart of a congested tenement district.

Mr. Henry Wright, after describing the experience with playgrounds at Sunnyside, New York City (the development of the City Housing Corporation), showed that the Board of Estimate of New York City was loath to change either the width of the streets or the distance between them as indicated on the official map. In response to Mr. Wright's suggestion, the following resolution was passed:

WHEREAS, in community planning, particularly in New York, the existing official street map on which is indicated both main thoroughfares and secondary streets may be a serious handicap in the development of the community and may add considerably to the cost of such development,

RESOLVED that the American City Planning Institute record itself in favor of changes from time to time in the official map by the Board of Estimate and Apportionment of New York so that in appropriate cases under proper safeguards streets may be of less width than that which has been indicated on the official map and may be located at greater or lesser distances apart.

F. S.

BOOK REVIEWS & BOOK LISTS

Conducted by THEODORA KIMBALL HUBBARD

LIST OF PLAN REPORTS IN THE UNITED STATES, 1926*

Compiled in the Library of the School of Landscape Architecture at Harvard University
By KATHERINE MCNAMARA, Librarian.

(To accompany Annual Survey, see page 111)

ALBANY, N. Y. NEW YORK STATE CONFERENCE OF MAYORS AND OTHER MUNICIPAL OFFICIALS, and THE POLICYHOLDERS' SERVICE BUREAU OF THE METROPOLITAN LIFE INSURANCE COMPANY. The traffic problem: a study made in Albany, N. Y., containing the reports of the Mayor's Traffic Commission. May 1926. 48 p. maps and plans (part folded), diagrams, charts, table.

ARLINGTON, MASS. PLANNING BOARD. Report on a town plan for Arlington, Mass. 1926. 34 p. photo., maps and plans (part folded), sketch. (Charles W. Eliot 2nd, consultant.)

BALTIMORE, MD. BOARD OF ZONING APPEALS. Second annual report to his honor, Howard W. Jackson, Mayor, and to the Honorable members of the City Council for the year ending December 31, 1925. 97 p. photos., map, diagrams, charts, tables (part folded).

First annual not printed. Second contains full arguments for zoning.

———. CITY PLAN COMMITTEE OF THE DEPARTMENT OF PUBLIC WORKS. Report and recommendations on park extension for Baltimore to the Board of Park Commissioners, 1926. 67 p. photos., diagrams, maps and plans (part folded).—Olmsted Brothers (Henry V. Hubbard), consultants.

BOSTON METROPOLITAN DISTRICT, MASS. BOSTON CITY PLANNING BOARD. Twelfth annual report for the year 1925. 50 p. photos, map, plans.

Contains an especially interesting section on the assemblage of aerial and other data maps in preparation for new maps of city.

———. DIVISION OF METROPOLITAN PLANNING. Annual report for the year ending November 30, 1925. 14 p. tables. (Public document no. 142.)

*This list does not include unpublished reports nor annual reports in course, unless these contain notes for a comprehensive plan or other special matter. On account of their great number, it has been possible to mention only those zoning documents either issued as reports of plan commissions, or describing zoning procedure, with explanations or recommendations additional to the text of the ordinance.

- ——. MODJESKI, RALPH. The East Boston bridge, a preliminary report to the Commonwealth of Massachusetts, Division of Metropolitan Planning. (1926.) 25 p. folded maps and plans, folded profiles, cross-sections and elevations, folded perspective drawing, tables (part folded), chart. (Public document, appendix, no. 142.)

Appendix to the annual report of the Division of Metropolitan Planning for the year ending Nov. 30, 1925.

- BUFFALO, N. Y., AND NIAGARA REGION.** BUFFALO CITY PLANNING ASSOCIATION, INC. Recreation survey of Buffalo. Published as joint enterprise of Department of Parks and Public Buildings, City Planning Committee of the Council, Buffalo City Planning Association. 1925. 369 p. plans, folded maps, tables (part folded), charts. (L. H. Weir, director.)

- ——. NIAGARA FRONTIER PLANNING ASSOCIATION. Town and village planning. Tonawanda, N. Y., 1926. 10 p.

- ——. NIAGARA FRONTIER PLANNING BOARD. Progress in planning for the Niagara Frontier region. Tonawanda, N. Y., 1926. 15 p. photos., plans.

- CHICAGO, ILL., AND REGION.** BENNETT, EDWARD H. The Chicago business center and the subway question. Privately printed and distributed April 15, 1926. 14 p. photo., sketch. (Reprinted from the *Chicago Herald and Examiner* and *Chicago Evening Post*, January 1926.)

- ——. BUREAU OF SOCIAL SURVEYS. Selected bibliography on housing, zoning and city planning in Chicago. November 1926. 19 p.

- ——. CITIZENS COMMITTEE. River straightening, a report. September 9, 1925. 44 p. folded maps, plans, and tables.

- ——. CITY COUNCIL. LOCAL TRANSPORTATION COMMITTEE. Report of the Subway Advisory Commission appointed by the Sub-Committee on Subways. August 1926. 123 p. maps and plans (part folded), cross-sections, diagrams, tables.

- ——. GOODE, J. PAUL. The geographic background of Chicago. University of Chicago Press, 1926. 70 p. maps, charts.

Undertaken in cooperation with the Chicago Regional Planning Association and Commonwealth Club.

- ——. GRIFFENHAGEN & ASSOCIATES, LTD. Summary and outline of the report on the Chicago River bridge survey on the question of fixed vs. movable bridges, 1923-1925, submitted to the Mayor and City Council of the City of Chicago, June 15, 1925. Chicago, Commissioner of Public Works. 153 p. map, chart, tables.

- . MCCLINTOCK, MILLER. Report and recommendations of the metropolitan street traffic survey prepared under the direction of the Street Traffic Committee of the Chicago Association of Commerce. Chicago, 1926. 292 p. photos., maps, charts, diagrams, tables.
- . METROPOLITAN SUPER-HIGHWAY ASSOCIATION OF DUPAGE, COOK & KANE COUNTIES. Super-highways of DuPage County, linking Cook, DuPage & Kane Counties. 1926. 16 p. maps, sketch, cartoons.
- . PLAN COMMISSION. Annual reports for the years 1925 and 1926. 11 p. and 12 p.
Brings up to date the 15-year report of Nov. 1, 1925.
- . REGIONAL PLANNING ASSOCIATION. Regional planning progress in the region of Chicago. January 1, 1927. 9 p.
- . SANITARY DISTRICT. Chief engineer's report and recommendations to the Board of Trustees for the year 1926. 77 p. photos., folded map, tables.
Comprehensive plans for sewage disposal and protection of water-supply of the region.
- . U. S. BUREAU OF PUBLIC ROADS and THE COOK COUNTY HIGHWAY DEPARTMENT. Report of a study of highway traffic and the highway system of Cook County, Illinois. 1925. 96 p. photos., plans (part folded and part colored), maps, diagrams, charts, tables.
- . WACKER, CHARLES H. Address at a meeting of The Chicago Plan Commission, held at the Hotel Sherman on November 4, 1926. 38 p. plans.
Reviews progress of the Plan in 17 years.
- COLUMBUS, GA.** NOLEN, JOHN, AND ASSOCIATES. City plan, Columbus, Ga. Cambridge, Mass., 1926. 36 p. photos., maps and plans (part folded).—Hale J. Walker, Justin R. Hartzog, associates.
Report to Planning Board.
- CONNECTICUT.** U. S. BUREAU OF PUBLIC ROADS and THE CONNECTICUT STATE HIGHWAY DEPARTMENT. Report of a survey of transportation on the state highway system of Connecticut. 1926. 101 p. photos., maps (part folded and colored), diagrams, charts, tables.
- COOK COUNTY, ILL.** See **CHICAGO, ILL., AND REGION.**
- DALLAS, TEX.** KESSLER PLAN ASSOCIATION. A big united program for Dallas City and Dallas County for the year 1927: being a challenge to every patriotic man and woman of city and county. 1926. 8 p.
- . KESSLER PLAN ASSOCIATION. Kessler Plan salesman. vol. 1, no. 1, Autumn 1926.
- DENVER CITY AND COUNTY, COL.** BOARD OF ADJUSTMENT. Annual report, zoning, February 11, 1925 to February 11, 1926. 9 p. folded photos.

- ——. CITY PLANNING COMMITTEE OF THE CITY CLUB. City planning in Denver. 16 p. diagram, tables.
- DETROIT, MICH., AND REGION.** BOARD OF COUNTY ROAD COMMISSIONERS. Twentieth annual report to the Board of Supervisors of Wayne County, Michigan from September 1, 1925, to August 31, 1926. Detroit, 1926. 134 p. photos., folded and colored plan, tables.
Super-highway progress recorded. A pamphlet, Twenty years of Road Construction in Wayne County, Michigan, by Edward N. Hines, Chairman of the Board, was published by the Detroit Automobile Club, 1926.
- ——. CITY PLAN COMMISSION. Annual report, 1925. Published 1926. 11 p. plans (part folded and part colored).
- ——. SUPER-HIGHWAY COMMISSIONS. Operating jointly in Macomb, Oakland and Wayne Counties, Mich. First annual report: a statistical and historical survey of the super-highway plan. Detroit, Mt. Clemens, and Pontiac, Michigan. October, 1926. 42 p. photos., folded map.
- DISTRICT OF COLUMBIA.** NATIONAL COMMISSION OF FINE ARTS. Tenth report, July 1, 1921—December 31, 1925. Washington, Government Printing Office, 1926. 145 p. photos. (part folded), plans (part folded), maps, sketches.
- ESSEX COUNTY, N. J.** PARK COMMISSION. Thirtieth annual report. January 1, 1926. 61 p. photos. (part folded), tables.
Thirtieth anniversary summary.
- FORT MYERS, FLA.** PLANNING BOARD. The Fort Myers plan. 1926. 95 p. photos., folded plan, cross-sections, chart, tables. (Herbert S. Swan, consultant; George W. Tuttle and Erwin T. Muller, associates.)
- HARRISBURG, PA.** CITY PLANNING COMMISSION. Traffic and thoroughfare survey, Harrisburg, Pennsylvania. 1926. photos., plans (part folded), cross-sections, profiles (part folded), diagrams, chart, tables. (Herbert S. Swan and Associates, consultants.) 369 p.
- JAMESTOWN, N. Y.** CITY PLANNING COMMISSION. Leaflet printed for the uses of the Commission and for the information of interested citizens: State law, city ordinance and city plan commission rules of procedure. August 19, 1926. 13 p.
- LOS ANGELES CITY AND COUNTY, CALIF.** KELKER, DELEUW & Co. Report and recommendations on a comprehensive rapid transit plan for the city and county of Los Angeles to the City Council of the City of Los Angeles and the Board of Supervisors of Los Angeles County, 1925. 202 p. photos., folded plans, cross-sections, diagrams, charts, tables.
A synopsis of this report was published in a 16-page pamphlet by the Los Angeles Traffic Commission.

— —. **TRAFFIC COMMISSION.** President's annual report; annual report of Major Highways Committee; annual report of Rapid Transit Committee. December 31, 1926. 30 p.

Also published in *Traffic*, the official publication of the Major Highways Committee and the Traffic Commission of the City and County of Los Angeles, January 1927, with map.

MACOMB COUNTY, MICH. See **DETROIT, MICH., AND REGION.**

MANCHESTER, N. H. **PLANNING AND ZONING BOARD.** Zoning for Manchester: a comprehensive plan. September 1, 1926. 43 p. folded map, tables, (Arthur C. Comey, consultant.)

Tentative draft, April 1926. 23 p.

MASON CITY, IOWA. WALLIS, ROLLAND S. A civic survey of an Iowa municipality: a preliminary plan for Mason City, Iowa. Ames, Iowa State College of Agriculture and Mechanic Arts. Official Publication, February 3, 1926, vol. 24, no. 36. In 2 parts. 126 p. + 31 p. photos., maps and plans, diagrams, charts. (Engineering Extension Department, Iowa State College, Ames, Iowa. Bulletin 76, parts 1 & 2.)

MICHIGAN CITY, IND. **CITY PLAN COMMISSION.** A city plan for Michigan City, Indiana. 1926. 53 p. photos., plans, cross-sections, table. (Lawrence V. Sheridan, consultant.)

MILWAUKEE CITY AND COUNTY, WIS. **BOARD OF PUBLIC LAND COMMISSIONERS.** Preliminary report on a food terminal. November 1925. 30 p. photos., diagrams, perspective sketches (part folded).

— —. **REGIONAL PLANNING DEPARTMENT.** Second annual report, 1925. 44 p. photos., maps and plans (part folded), cross-sections, charts, tables.

MINNEAPOLIS AND ST. PAUL, MINN. **COMMITTEE DIRECTED TO INVESTIGATE THE PROBLEM OF SEWAGE DISPOSAL IN THE TWIN CITY METROPOLITAN AREA.** Report to Metropolitan Planning Association. January 29, 1926. (typewritten) 14 p. + 3 p. bibliography + maps.

— —. **METROPOLITAN DISTRICT PLANNING ASSOCIATION.** Leaflets. 1926.

NEW CASTLE, PA. **CITY PLANNING COMMISSION.** Zoning ordinance reported to Council, November 16, 1925, effective Dec. 24, 1925. 38 p. folded map, folded table. (Morris Knowles & Co., consultants.)

NEW JERSEY. **DELAWARE PORT COMMISSION.** Report to the Legislature of the State of New Jersey (150th Session in compliance with chapter 45, laws of 1925). January 1, 1926. 43 p. maps and plans (part folded), charts.

— —. **STATE HIGHWAY ENGINEER.** Report to the New Jersey State Highway Commission in the matter of a comprehensive state highway system for the State of New Jersey, in accordance with Senate Concurrent Resolution, number 3, 1926. Trenton, 1926. 51 p. folded maps and plans, diagrams, charts, tables. (William G. Sloan, state highway engineer.)

Accompanied by separate summary-analysis in 8 pages. Also summarized with revisions as adopted after consideration in State Highway Commission report to Legislature of 1927.

NEW YORK STATE. COMMISSION OF HOUSING AND REGIONAL PLANNING. Report to Governor Alfred E. Smith and to the Legislature of the State of New York, December 23, 1925. Albany, 1926. 110 p. charts, tables. (Legislative document no. 40.)

———. ———. Report to Governor Alfred E. Smith and to the Legislature of the State of New York on cost of government, land value and population, with an analysis of the cost of municipal and state government and the relation of population to cost of government, income and land values in New York State, by Donald H. Davenport. Albany, January 11, 1926. 107 p. charts, tables.

———. ———. Message from the Governor transmitting report of the Commission of Housing and Regional Planning for permanent housing relief. Albany, February 22, 1926. 78 p. map, charts, tables. (Legislative document no. 66.)

———. ———. Message from the Governor transmitting opinion of counsel to the Commission of Housing and Regional Planning on the proposed state housing legislation. Albany, February 25, 1926. 12 p. (Legislative document no. 67.)

———. ———. Report to Governor Alfred E. Smith, May 7, 1926. Albany, 1926. 82 p. folded birdseye view of New York State, maps and plans, diagrams, charts, tables.

"A series of studies of forces which have shaped the economic history of the State. The purpose of the studies has been to find a basis for state planning."

———. STATE BOARD OF HOUSING. Preliminary report to Governor Alfred E. Smith. Albany, December 15, 1926. 31 p. plans, tables.

Shows range of possibilities as to land coverage for low-cost housing in congested areas with typical block plans.

———. JOINT LEGISLATIVE COMMITTEE INVESTIGATING THE ELIMINATION OF GRADE CROSSINGS. Report. Albany, 1926. 27 p. tables. (Legislative document no. 94.)

NEW YORK CITY AND METROPOLITAN REGION. BOARD OF ESTIMATE AND AP-
PORTIONMENT. ADVISORY COMMITTEE ON TRAFFIC RELIEF. Report to the Board. December 28, 1925. 6 p.

Full report containing appendices and map not printed.

———. MERCHANTS' ASSOCIATION OF NEW YORK. COMMITTEE ON CITY TRANSIT. Motor bus franchises and routes. November 10, 1926. 12 p.

———. NEW JERSEY INTERSTATE BRIDGE AND TUNNEL COMMISSION. Report to the Senate and General Assembly of the State of New Jersey; the Holland tunnel. Dated January 2, 1926. 43 p. photos., folded plans, cross-sections, profiles, charts, diagrams, tables.

- . NEW YORK STATE SUBURBAN PASSENGER TRANSIT COMMISSION. Report to the Governor of the State of New York and the Senate and Assembly of the State of New York. Albany, March 15, 1926. 41 p. folded maps and plans. (Legislative document no. 81.)
- . NORTH JERSEY TRANSIT COMMISSION. Report to the Senate and General Assembly of the State of New Jersey. Hoboken, N. J., January 15, 1926. 120 p. photos., plans (part folded), maps, cross-sections, diagrams, charts, tables.
Also issued: Summary of report, 37 pages.
- . PORT OF NEW YORK AUTHORITY. Annual report, January 15th, 1926. 58 p. photos., plans (part folded), folded diagrams and charts.
- . ———. Tentative report of bridge engineer on Hudson River bridge at New York between Fort Washington and Fort Lee. February 25, 1926. 23 p. maps and plans (part folded), sketches, cross-sections, chart, tables.
- . REGIONAL PLAN OF NEW YORK AND ITS ENVIRONS. Basic general assumptions underlying the regional plan. December 30, 1926. 7 p. mimeographed.
- . ———. Origin and destination of New York City's vehicular traffic. Staff report, New York, May 10, 1926. 12 p. photo., plans, diagrams.
- . ———. Recent New York legislation for the planning of unbuilt areas, by Edward M. Bassett, comprising the text of the new city and village planning laws of the State of New York, a description of their origin and purposes and suggestions as to how they should be administered. New York, 1926. 30 p. (Bulletin no. 11.)
- . ———. Some preliminary suggestions for the relief of highway congestion in New York and its environs: presenting the results of some tentative studies for the solution of the highway traffic problem which have been made by the Engineering Division of the Regional Plan of New York and Its Environs. For private circulation. New York, May 16, 1925. Issued 1926. 40 p. photos., maps and plans (part folded), sketch, cross-sections, elevations, diagrams.
- . ———. The transit and transportation problem, by Harold M. Lewis. New York, February 1926. 129 p. maps, diagrams, charts, tables. (Engineering series monograph no. 2.)—Col. W. J. Wilgus and E. P. Goodrich, consultants.
- . ———. Bulletins. New York, 1926.
Parks on Long Island, both regional and local. January 12, 1926. 15 p. photos., maps.
East and west highways on Long Island. April 17, 1926. 16 p. maps, diagram.
Concerning the East River islands: a letter to the City Planning and Survey Committee appointed by Mayor Walker. Sept. 10, 1926. 12 p. plans, sketch.

- . WESTCHESTER COUNTY TRANSIT COMMISSION. Final report to the Board of Supervisors of Westchester County, transmitting an engineering report on Westchester suburban transit by Henry M. Brinckerhoff, engineer, of Parsons, Klapp, Brinckerhoff and Douglas, New York, March 1, 1926. 41 + 27 + 7 p. folded maps, folded cross-sections, folded profiles, chart.
- NEWPORT, R. I.** SHURTLEFF, ARTHUR A. Newport, Rhode Island: report for the Newport Improvement Association and the Newport Chamber of Commerce. Printed under the direction of the Mayor and Board of Aldermen, by authorization of the Representative Council of the City of Newport. January 30, 1926. 40 p. photos., maps and plans (part folded), birdseye perspectives.
- NIAGARA REGION.** See **BUFFALO, N. Y., AND NIAGARA REGION.**
- NORTH JERSEY.** See **NEW YORK CITY AND METROPOLITAN REGION.**
- OAKLAND COUNTY, MICH.** See **DETROIT, MICH., AND REGION.**
- PENNSYLVANIA.** HOUSING AND TOWN PLANNING ASSOCIATION. Second annual report, May 1st, 1925 to May 1st, 1926. 15 p. photos., tables.
- PHILADELPHIA, PA., AND TRI-STATE REGION.** CITY PARKS ASSOCIATION. Thirty-seventh annual report. 1925. 77 p. photos., tables.
Summary of city planning progress.
- . FAIRMOUNT PARK ART ASSOCIATION. Fifty-fourth annual report. 1926. 86 p. photos., sketch.
Progress on Parkway and related improvements.
- . REGIONAL PLANNING FEDERATION OF THE PHILADELPHIA TRI-STATE DISTRICT. A picture of the region. 1926. 39 p. maps (part colored), charts.
Progress during year noted in *Regional Planning Highlights*.
- . ———. The Delaware River bridge approach. Report of Bridge Committee. 1926. 15 p. photo., plans, perspective, tables. (Regional Plan for the Philadelphia Tri-State District special report.)
- PITTSBURGH, PA.** CITY PLANNING COMMISSION. Report to the City Council of Pittsburgh on the inter-district traffic circuit: a part of the major street plan proposed by the Citizens Committee on City Plan. Submitted in preliminary form December 28, 1925 and issued in this present form in March, 1926. 22 p. maps and plans (part folded), sketches.
- PORTLAND, ME.** ZONING COMMISSION. Proposed zoning ordinance. August 1, 1926. 28 p. folded maps and plans, tables. (Arthur C. Comey, consultant.)
- PROVIDENCE, R. I.** JOINT STANDING COMMITTEE ON ORDINANCES. Providence traffic and thorofare plan: Part I, Report by Joint Standing Committee on Ordinances to the City Council; Part 2, Report by Robert Whitten, city planning consultant, to the Ordinance Committee, November 1926. 37 p. photos., maps and plans (part folded), charts, tables. (Ernest P. Goodrich, consulting engineer; J. W. R. Adams, resident engineer.)

- ST. LOUIS, MO.** BOARD OF PUBLIC SERVICE. Report on rapid transit for St. Louis, submitted to the Board of Aldermen, September 1926. 338 p. photos., plans (part folded), maps, cross-sections, diagrams, charts, tables.
- . CITY PLAN COMMISSION. Ten years' progress on the city plan of St. Louis, 1916-1926, including the annual report of the City Plan Commission, 1925-1926. 68 p. photos., maps and plans (part folded), sketch.
- ST. PAUL, MINN.** COMMITTEE ON TRAFFIC PLANNING AND REGULATION. St. Paul's traffic problem: a report by the Traffic Committee. November 29, 1926, approved by the Board December 14, 1926. 23 p. mimeographed. (George H. Herrold, engineer.)
- . See also **MINNEAPOLIS AND ST. PAUL, MINN.**
- SALEM, MASS.** PLANNING BOARD. Annual report, with zoning ordinance, for the year ending December 31, 1925. 20 p. folded map.
- SAN DIEGO, CALIF.** NOLEN, JOHN, AND ASSOCIATES. A comprehensive city plan for San Diego, California. Prepared for the City Planning Commission, the Harbor Commission, the Park Commission of San Diego. Cambridge, Mass., 1926. 36 p. photos., maps and plans (part folded and part colored).
- SAN FRANCISCO, CALIF., AND BAY REGION.** HAYLER, GUY WILFRED. The San Francisco Bay region of the future: what the great regional plan means. San Francisco, Regional Plan Association, 1926. 8 p. photos., map.
- UTICA, N. Y.** BARTHOLOMEW, HARLAND, AND ASSOCIATES. A plan for the systematic and economical development of recreation facilities for Utica, New York. 72 p. photos., plans and maps (part folded and part colored), cross-sections, diagrams, chart, tables. (Earl O. Mills, L. D. Tilton, Associates.)
- WASHINGTON, D. C.** See **DISTRICT OF COLUMBIA.**
- WAYNE COUNTY, MICH.** See **DETROIT, MICH., AND REGION.**
- WESTCHESTER COUNTY, N. Y.** See **NEW YORK CITY AND METROPOLITAN REGION.**

BOOK NOTE

The Department of Commerce at Washington has issued a preliminary edition (mimeographed, February 1927) of *A Standard City Planning Enabling Act*, prepared by the Advisory Committee on City Planning and Zoning of the U. S. Department of Commerce. A review of this important document will appear in the next issue of CITY PLANNING. Copies of the new Standard Act may be secured by application to John M. Gries, Chief, Division of Building and Housing, Department of Commerce.

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QUARTERLY

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Courtesy of National Commission of Fine Arts

The Lincoln Memorial, Washington, D. C.
View from the Washington Monument showing first stages in the construction of the
Arlington Memorial Bridge

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QUARTERLY

VOL. 3

July, 1927

No. 3

PLANNING WASHINGTON AND ITS ENVIRONS

By CHARLES W. ELIOT 2ND

City Planner, National Capital Park and Planning Commission*

THE National Capital in the year 2000 will reflect the vision, interest, and desires of the American people. What is our ideal of the most complete and best organized Capital City? Shall Washington compete to become a great commercial and industrial metropolis like New York? Is such development incompatible with the ideal expressed by President Coolidge in his last message to Congress?

"If our country wishes to compete with others, let it not be in the support of armaments but in the making of a beautiful Capital City. Let it express the soul of America. Whenever an American is at the seat of his Government, however traveled and cultured he may be, he ought to find a city of stately proportion, symmetrically laid out and adorned with the best that there is in architecture, which would arouse his imagination and stir his patriotic pride. In the coming years Washington should be not only the art center of our own country but the art center of the world. Around it should center all that is best in science, in learning, in letters and in art."

These questions are now before the National Capital Park and Planning Commission for study and report. For a year now, the Com-

*The readers of CITY PLANNING do not need to be reminded that the members of this Commission are: Frederick Law Olmsted, Frederic A. Delano, J. C. Nichols, Milton B. Medary, Jr.

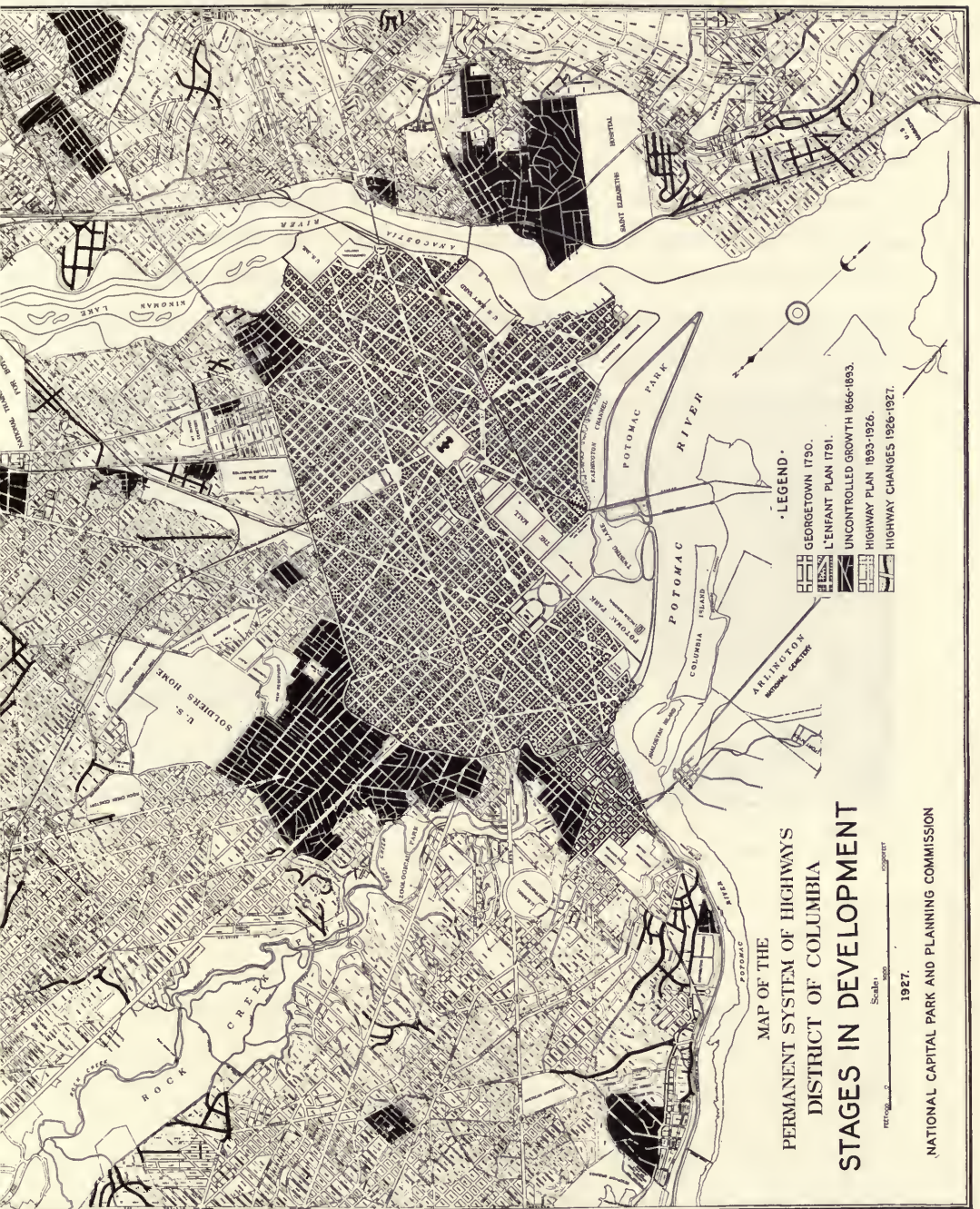
mission has been gathering data as a basis for a Regional Plan. The preparation of a plan for Washington, however, requires the active help of more individuals than just the members and staff of the Commission. This is a coöperative undertaking involving not only the technically trained architects, landscape architects, engineers, lawyers, and economists who may be willing to contribute ideas and criticism, but also every citizen through his or her Representative and Senator in Congress.

We have been told so often that the present City of Washington is an example of good planning that some people act as though the "City Beautiful" was already in existence on the banks of the Potomac. Neither the City Beautiful nor the City Useful is to be found there, but possibilities and important examples of parts of both are present in profusion. These examples of good planning and possibilities for future planning have largely arisen from the past endeavors to order and control the city's development.

STAGES IN THE DEVELOPMENT OF THE STREET PLAN

The original plan of the city by Major L'Enfant in 1791 covered nine and one-half square miles and the city was contained within that area for 75 years. When the land beyond Boundary Street (Florida Avenue) at the edge of the L'Enfant Plan came into use there was neither plan nor planning control, and individual owners subdivided their properties without much or any relation to the actions of their neighbors. The resulting street plan proved so ill-suited to the needs of the city that in 1893 Congress ordered the preparation of a "Highway Plan" for the whole of the remainder of the District of Columbia. The features of the L'Enfant Plan, a gridiron with superimposed diagonal streets, were then extended throughout this area over rough topography, with little attention to hills and valleys. That plan has been the chief cause of the development within the office of the Surveyor of the most expert balancers of cuts and fills to be found anywhere.

The power to change the Highway Plan, which controls the dedication and condemnation of street areas, now rests with the Planning Commission and has been exercised by the Commission in no less than



Stages in the Development of the Street System of the District of Columbia

twenty-nine cases during the last twelve months. Sometimes these changes have been made to better adapt the street system to the topography, sometimes to secure boundary streets for parks, or to provide for drainage, or to reduce the total area in streets which must forever be maintained by the city. Action along these lines has been handicapped by lack of power to re-plan areas where streets have been dedicated but have remained unopened. Some changes are much needed in these areas and many others will be necessary to provide for the carrying out of the Major Street Plan for the entire District which is now in course of preparation.



Courtesy of National Commission of Fine Arts

See also page 190

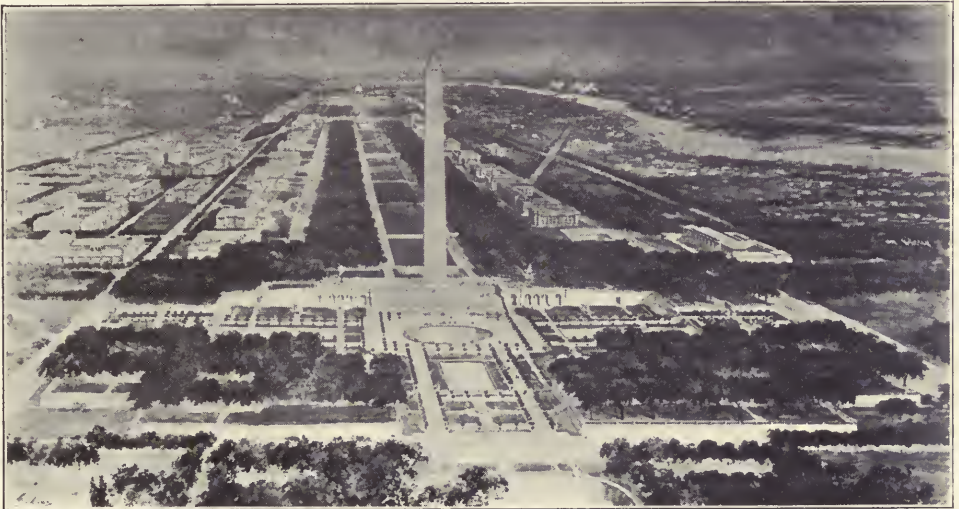
**Perspective View of the Central Area of Washington
as proposed in the Plan of 1901**

PLAN OF 1901

The Highway Plan was similar to the original L'Enfant Plan as regards gridiron arrangement and diagonals, but was unlike its predecessor in that the distinctive squares and circles of the older plan were not provided in the new. Realization of the need for adequate parks in these newer areas and of the possibilities inherent in the old plan for the central area caused the establishment of the so-called Senate Park Commission of 1901 through the efforts of Senator MacMillan. The beauty and setting of the Lincoln Memorial, the location and excellence of the Union Station, and the present construction work on the Arlington

Bridge are largely the results of the Plan of 1901. The public is gradually being won over to the desirability of carrying out the whole great design for the Mall, Triangle, Lafayette Square, etc., and high hopes are entertained that the Washington Monument Gardens may be authorized in time to secure their completion for the Bicentennial celebration of Washington's Birthday in 1932.

The Plan of 1901 included a program for parks in the newer areas of the city, but progress towards carrying out that plan has been dis-



Courtesy of National Commission of Fine Arts

The Proposed Washington Monument Garden

A possible Birthday Present to George Washington to celebrate his 200th Birthday in 1932

couragingly slow. Since 1901 the population of Washington has increased 69% and the assessed value of property 240%, but the park system has increased only 24%.

The present proposals for parks follow closely the plan of 1901 with special emphasis on two features. The first is a system of neighborhood centers with recreation facilities for children and adults. The 20-acre sites for these centers will include school, library, and playground facilities as well as park features, and to this end plans are being correlated with school and library building programs. The second feature is a great circumferential parkway connecting the commanding sites occupied by the old forts which surround the city.

CONTROL OVER PRIVATE PROPERTY

The street and park plans for existing and future public properties were supplemented in 1910 by the beginnings of modern control over private land. The height law of that year was a renaissance of the kind of control exercised over building when the city was first started. In 1920 a zoning law and zoning regulations were passed with use, height, and area provisions, but like most zoning laws no control over the appearance of buildings was attempted. The need for such control in Washington, and particularly along Pennsylvania Avenue, was recognized last winter by the Commission of Fine Arts and by the Planning Commission in their support of the Shipstead Bill before Congress. The south side of Pennsylvania Avenue is to be lined with Government office buildings under the public buildings program, but there is nothing to prevent the erection of incongruous and inharmonious structures on private property on the north side of the Avenue. Some kind of control, either as suggested in the Shipstead Bill or in some modified form, is urgently needed.

A CONTINUING PLANNING AGENCY

The park and planning problems of the District of Columbia have become increasingly complicated and difficult, but through the energy of the American Civic Association and numerous professional societies a continuing commission to act upon these matters was established by Congress in 1924. The National Capital Park Commission was increased in membership and given added powers in 1926, so that now the National Capital Park and Planning Commission is clothed with executive authority over the Highway Plan, is authorized to make park purchases, and has advisory planning powers for the whole region about the Federal City.

REGIONAL PLANNING COÖPERATION

The area most responsive to the influence of Washington may be considered to lie within a circle drawn with a radius of 20 miles from the White House. This region is divided in jurisdiction between Mary-

land, Virginia, the District of Columbia, and the Federal Government. In Maryland a new planning district and commission has just been set up by an Act of the last legislature to supplement the work of the Washington Suburban Sanitary Commission. The Maryland Capital Park and Planning Commission has power to plan, zone, and purchase parks. In Arlington County, across the river, the Virginia legislature has just set up a new Zoning Commission to supplement the work of the Virginia Capital Park and Planning Commission which has been coöperating with the Federal Commission for the last year. The parts of Maryland and Virginia covered by these recent Acts are the most active suburban areas around Washington and therefore the scene of the regional planning work of our Commission.

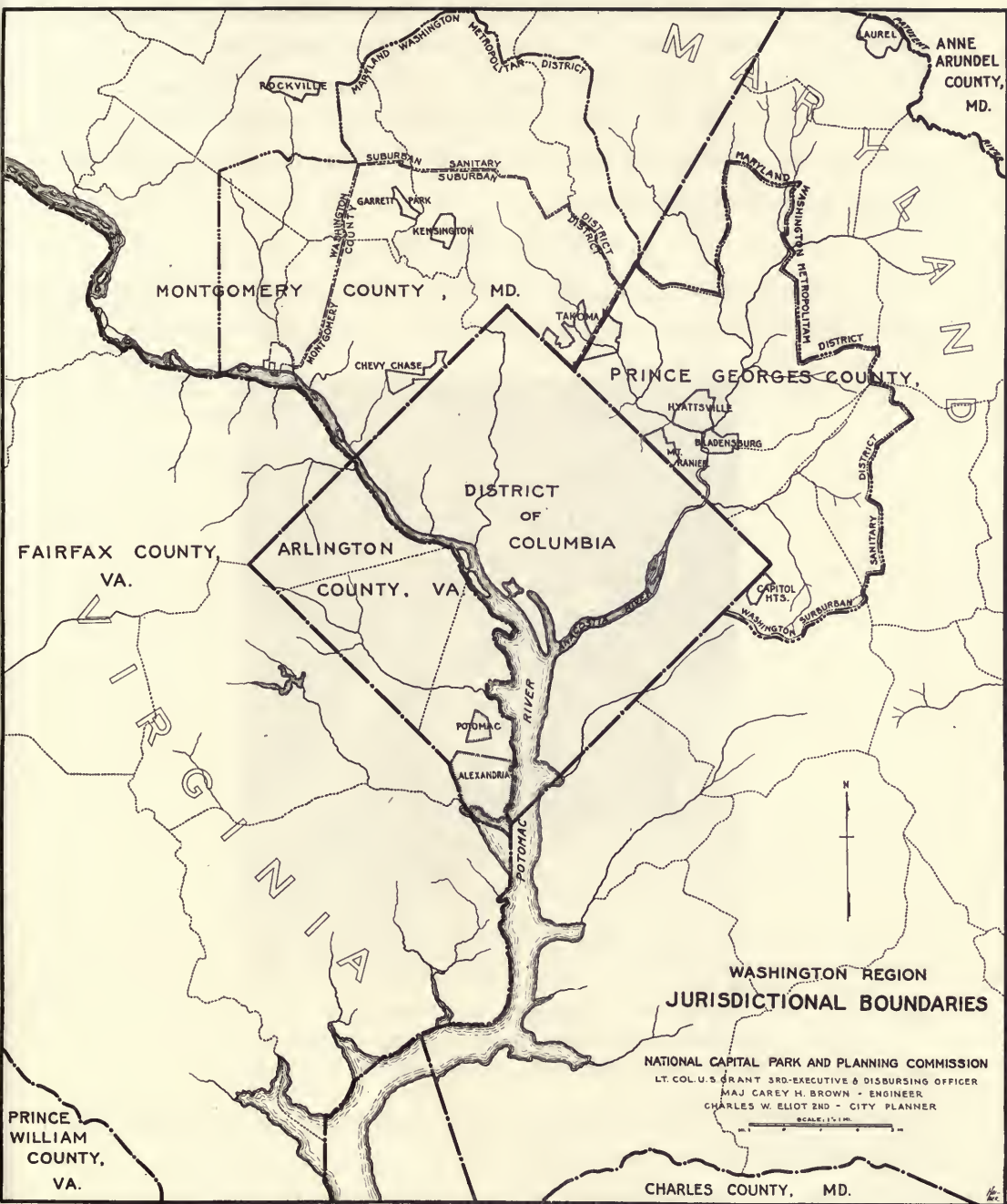
Working under a definite program the staff of the Commission, with the consulting advice of Harland Bartholomew and Associates, and under the leadership of Major Carey H. Brown, has prepared preliminary plans and reports on Regional Highways, Regional Parks, Railroads, Markets, District Major Streets, District Parks, Zoning, and many problems of the central area. These studies will be incorporated in the Annual Report of the Commission to Congress next autumn but some of the high points of the plans may be of interest at this time.

REGIONAL HIGHWAYS

The features of the plans for the major highways of the Region are two great by-pass routes to provide through ways for traffic between Baltimore and the south and between Annapolis and the west without entering the congested parts of the city. The radial highways have been studied with a view to distributing the different leads into the city around the periphery of the congested area. The whole system has been considered in relation to the possible development of centers at cross-roads and the suitability of the topography for such developments.

REGIONAL PARKS

Studies for Regional Parks have been predicated on information obtained from many sources of scientific and historic information which abound in Washington. On separate maps the points of interest from



Planning Districts and Governmental Agencies coöperating
in the Regional Plan for Washington

the point of view of the historian, the ornithologist, the botanist, and other groups, have been indicated and the arguments for the preservation of areas or scenery have been thus reduced to diagrams. The possible use of the air above continuous park or water areas as air routes in the future has also been kept in mind. Five major park projects have been proposed.

LOWER POTOMAC PROJECT

For many years a proposal has been before Congress for a parkway connecting Washington with Mount Vernon. This last year a new route



Courtesy of U. S. Engineer's Office, Washington, D. C.

**View of Fort Washington on the Potomac below
Washington and across the River from Mt. Vernon**

along the Potomac was surveyed by the Bureau of Public Roads which would combine the views of the river with easy access to the historic monuments in Alexandria. The Lower Potomac Project includes this Parkway, the acquisition for public purposes of all of the land between the parkway and the river except at Alexandria, and the construction of a similar parkway on the east bank to Fort Washington. The old

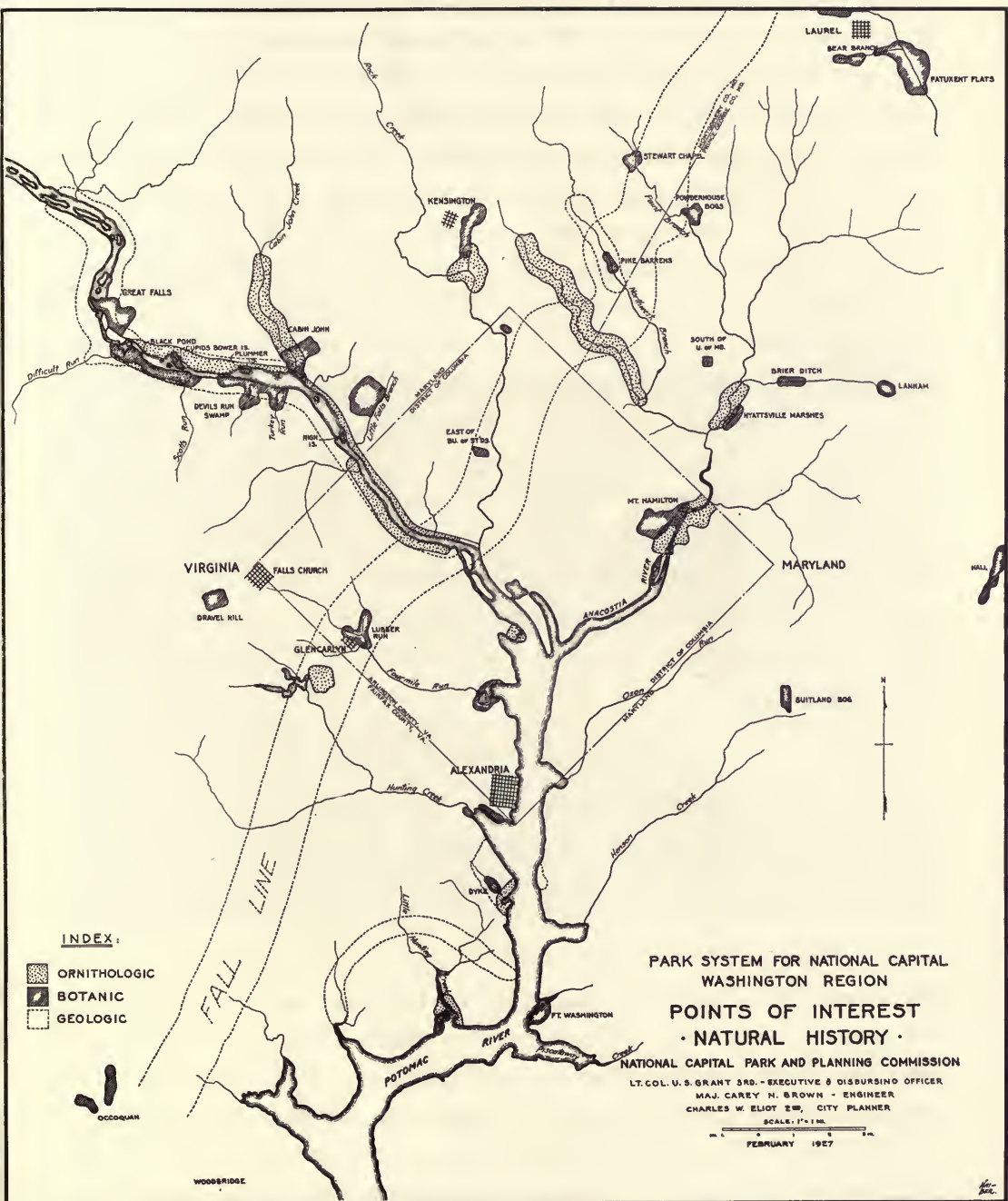


Diagram of Arguments for Preservation of Park Areas

fort, together with Forts Hunt and Foote, were among the abandoned military reservations which the Government proposed to sell, but happily sale has been postponed, and, if favorable action can be secured from Congress, these historic and beautiful areas can be made important elements in the park system of the region. The execution of this project would provide a thirty-mile drive via Alexandria to Mount Vernon, by ferry to Fort Washington, and back to the city via Fort Foote, the Shepherd Parkway, and a new bridge to the foot of South Capitol Street.

Other projects would preserve the valleys of Rock Creek and the Northwest Branch. The extension of Rock Creek Park is becoming more and more necessary both to protect the flow of water and to serve the growing suburban area near it. The Valley of the Northwest Branch is to be the location of a water reservoir for the Suburban Sanitary District which would form a feature of a large park in this rough and tumbling topography. A fourth project involves the extension of the Anacostia Parks to Baltimore. A treatment of the Valley of Indian Creek in the manner of the Bronx Parkway in New York and Westchester would provide an attractive connection between the Capital and Baltimore.

UPPER POTOMAC PROJECT

"No European city has so noble a cataract in its vicinity as the Great Falls of the Potomac, a magnificent piece of scenery which you will, of course, always preserve." This assumption by Lord Bryce, in his paper on the "Nation's Capital", one might suppose to be correct, but recent water power projects and real estate developments show that the Great Falls and the Palisades of the Potomac will not be preserved without the immediate and determined efforts of lovers of scenery and wild life. The project for a park at Great Falls, suggested in 1901, has remained just a project almost too long. Do you want it realized?

Within the District of Columbia other projects are under discussion such as the "Fort Drive" already mentioned, and for the central area still more are being studied. The actions of Congress in regard to the Union Station Plaza and the Botanic Garden have brought to a head the

problem of Union Square at the end of the Mall where the Grant Statue stands. The extension and widening of B Street as the chief approach to the new Arlington Memorial Bridge has been authorized and the Public Buildings program will make B Street one of the most impressive avenues in the world. A complicated traffic problem will be created not only by the extension of B Street across Pennsylvania Avenue but

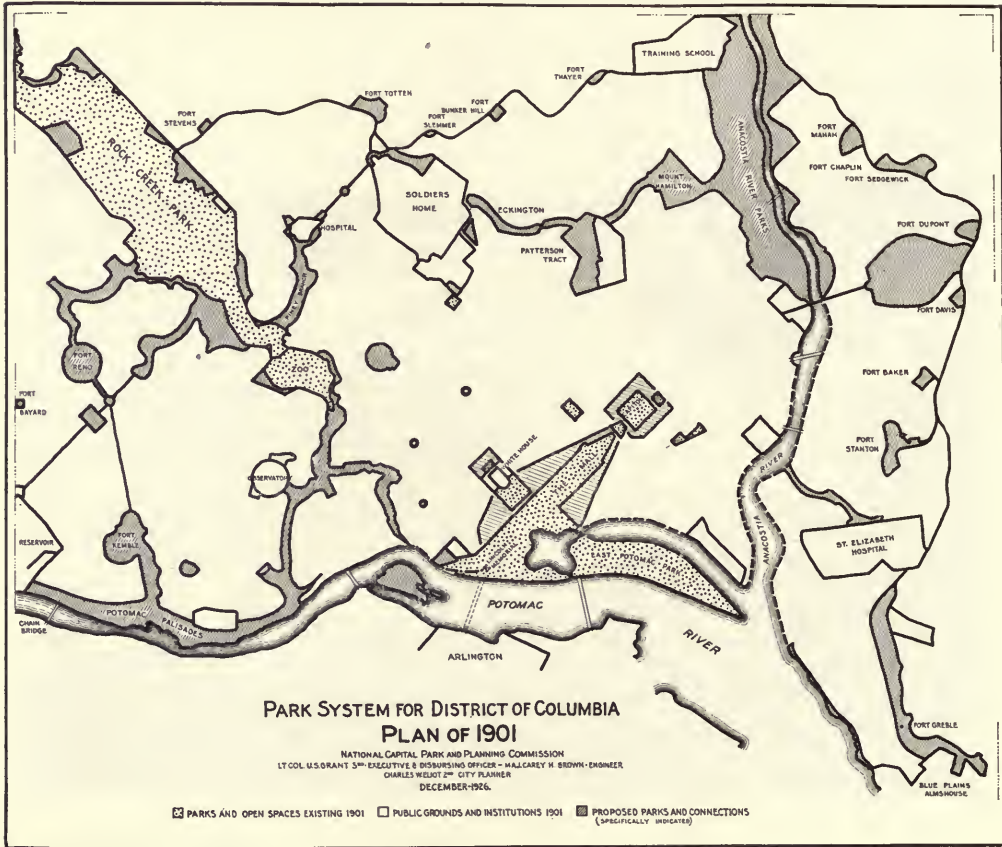


The Great Falls of the Potomac now threatened by Water Power Projects

by the large number of employees in the great "triangle" of new buildings between those two streets.

The possibility of the conversion of East Capitol Street into an "Avenue of the States" is also being discussed. The designers of the Capitol expected the city to grow to the east and faced their building in that direction. East Capitol Street might lead from this front of the building to a new bridge across the Anacostia River and be lined for the whole of its length with permanent headquarters and exhibition halls

for each of the States. At the river a steep bank offers an unequalled site for a great Stadium. The Plan of 1901 turned the attention of the public to the west axis from the Capitol. The new plans may turn attention to the enormous possibilities of East Washington and the Anacostia hills.



All these projects, of course, are expensive. Some of them, like the parks for the District of Columbia, have been so long delayed that now we must pay enormously for past neglect. Others can be postponed many years without great loss or increased expense. The immediate needs for parks within the District have been estimated at over 10,000,000 dollars for land alone. If the Mt. Vernon Boulevard and the Washington Monument Gardens are to be completed in time for the celebration of Washington's 200th Birthday in 1932, action must be



**Falls and Rapids in the Valley of the
Northwest Branch north of Washington**

taken at the coming session of Congress. Immediate action is also needed to prevent the sale of Fort Foote and to safeguard the Great Falls, the gorge of the Potomac, and the old Canal to Cumberland as future park areas.

The increasing interest of the American people in the Federal City is shown by the number of conventions and the crowds of tourists who come to Washington. The old saying that "What is Everybody's business is Nobody's business" may yet be disproved, for certainly our fellow citizens are showing that the future of the National Capital is a matter of real concern to all.

The willingness of Congress to appropriate funds for new public buildings, for the Memorial Bridge, for B Street, the Botanic Garden, Union Station Plaza, and a new National Arboretum encourages the National Capital Park and Planning Commission in the belief that studies for further improvements and developments are not being made in vain.

FROM PRESIDENT COOLIDGE'S LETTER TO THE NATIONAL CONFERENCE ON CITY PLANNING

"Meeting here after nineteen years, I hope your conference will appreciate the progress made toward assuring for Washington the benefits of all developments in the art of city planning. The work done and planned is aimed to make our National Capital a city of which all our citizens may be proud and a suitable expression of our ideals and achievements.

"I have been especially interested in the application of far-sighted and comprehensive planning to the administration of the nation's business. Your efforts to secure the application of this principle to the development of our rapidly growing towns and cities are deserving of utmost success.

"I am sure your deliberations will bring about an exchange of ideas and of experience which will be of mutual benefit. And, I hope you will carry away a definite interest in the City of Washington and an enthusiastic determination to aid in the accomplishment of whatever may be necessary to make it worthy of our country."



Courtesy of National Commission of Fine Arts

THE PENALTIES OF DELAY Depredation of Piney Branch Valley, near Sixteenth Street, 1922



Courtesy of National Commission of Fine Arts

A REGIONAL POSSIBILITY Rock Creek beyond the District Line, toward Rockville

CITY PLANNING AND TRAFFIC SURVEYS

By EARL J. REEDER

Supervising Engineer, Public Safety Division, National Safety Council,
Chicago, Illinois

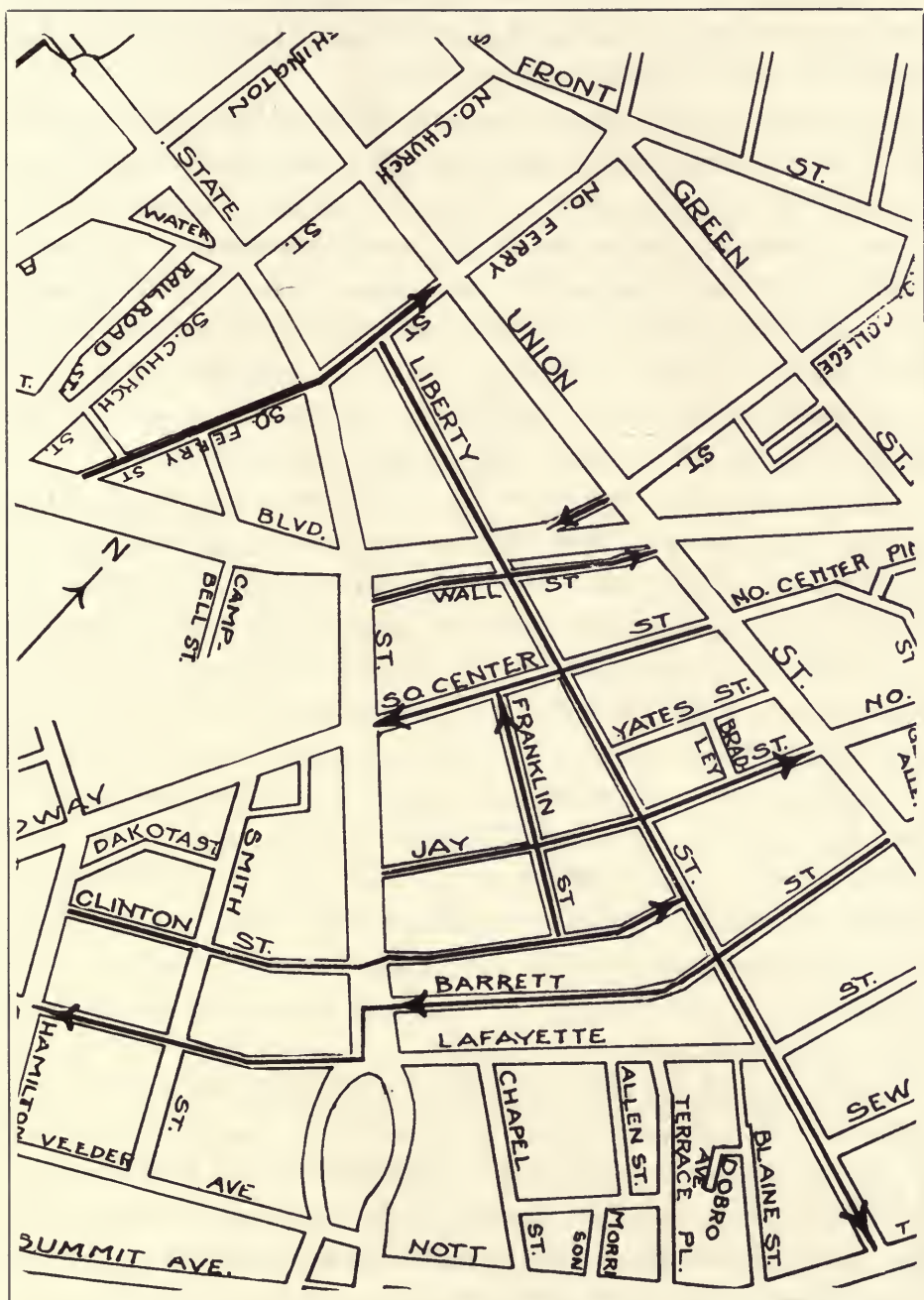
CITY planning has to do with remodelling the city to meet the requirements of the future. It is an activity in which every city must engage in one way or another if it is to be a modern city of the future. But city planning, having to do with the future, must be supplemented by another equally important activity having to do with the immediate adaptation of the city's facilities to traffic needs.

Within the last quarter century, the enormous development in automotive traffic has so far exceeded the possible corresponding developments in traffic planning that inadequate city layouts are often greatly emphasized by unsafe and inefficient use of the existing street facilities.

This fact has raised a demand for a new type of municipal service of a technical nature. The field of traffic engineering has arisen to meet this demand. Just as many cities have not found it practical to handle their own city planning projects and have called in city planning engineers to make comprehensive surveys, so many cities have not yet considered it practical to employ traffic engineers upon a full-time basis and are finding it desirable to have intensive studies made of their street traffic problems for the development of means for safer and more efficient use of their existing street facilities pending the day when, through extensive city planning, they may make the necessary changes in city layout and street capacities to meet the estimated future demand.

The best available single class of symptoms of traffic ills is the city's traffic accident record. Congestion arises from confusion and inadequately organized traffic movement. So do accidents.

If in any certain section of the city injuries to pedestrians predominate among the traffic accidents there is evidence that the relation between vehicles and pedestrians in the use of the streets is not properly organized and handled. If, on the other hand, vehicular col-



Cut loaned by *National Safety News*

One-way Traffic Routing for Schenectady, N. Y.

This irregular street layout in Schenectady complicates the one-way street plan, but two-way traffic on these streets could be continued only by prohibiting all parking. Hence one-way streets with parking on one side was the answer.

lisions predominate, it is evident that the use of the streets by vehicles is inefficient and inadequately supervised.

Of course, these accident records must be supplemented by information from other sources and regarding other features of the problem to determine the proper solution. What is the relation between different sections of the city in the matter of traffic movement? Where does traffic originate and what are its destinations? Are vehicles being unnecessarily concentrated in certain areas and causing congestion? Can this congestion be relieved by better routing to keep unnecessary traffic out of these districts and make more convenient use of the street facilities possible for the traffic having real business there?

These and many other questions need to be answered, and means must be developed for accomplishing the desired results in adequate regulation and supervision. Several features of traffic regulation must be considered in determining what solutions are available and practical.

TRAFFIC CONTROL is one of the important features of traffic administration. When vehicular and pedestrian traffic, or either separately, becomes so complex in any one location or area that congestion and accidents result, it becomes necessary to provide some means for direct supervision and control. This, of course, is done either by the personal direction of an officer or by a mechanical signalling device, alternating the flow of traffic in different directions and thus avoiding the collisions between vehicles, and between pedestrians and vehicles, that otherwise occur when the traffic becomes so complex that individual judgment is inadequate for its solution.

Traffic control should be established only where conditions actually require it. All too frequently it is provided to meet popular demand rather than because accidents or congestion actually require it, while conditions at other locations may be much more in need of such regulation. An intensive study of the traffic control problem is, therefore, an important part of the traffic survey.

ROUTING OF TRAFFIC must be accomplished by making certain routes that lead around points of present congestion desirable ones to follow between certain important destinations. Business people are fast

The map shows the Algonquin Park area, with the Ottawa River at the top. The park boundary is marked with a thick line. Roads are labeled with names like 'Algonquin Park', 'Ottawa River', and 'Algonquin Park'. The map is drawn on a piece of paper with a grid of dashed lines.

(See article by E. J. Reeder in *National Safety News*, Oct. 1926)

The day when it is desirable to make all good routes converge into the congested business district is rapidly passing. By-pass routes are being provided so that the city population can be moved from place to place within the community with least interference and with greatest dispatch. Again, careful selection is desirable. The natural desire of a few people to "get down town" quickly by a through street may not be adequate reason for establishing such a street which may bring

a great deal of traffic into the congested district that would otherwise pass around it. Such routes should be selected with the best interest of the entire city in mind and for the service of the greatest number.

PARKING is an important problem in practically every city. Parking regulations and restrictions are easily passed but seldom so easily enforced. During a relatively few years, traffic regulations may become very complicated in any city. Frequently, thirty-minute parking restrictions are imposed where officers make only infrequent visits. Soon, the problem reverts back to its original congestion with double parking common.

Parking restrictions should be based upon actual requirements and the police facilities for adequate supervision. The problem may be one of eliminating the all-day parker from the picture and allowing a normal turnover in the use of the street parking facilities by others. It may be one of prohibiting parking entirely if it is found that a small percentage of the people coming into the district for business purposes do so by motor vehicle. Again if the question is one of relieving the district of unnecessary traffic so that parking will not interfere with moving traffic to an appreciable extent, the answer may be one of proper routing. The whole question should be carefully considered and a practical solution developed.

PEDESTRIAN REGULATION is a question that is attracting much attention throughout the country at the present time. To require vehicles to move in accordance with certain rigid restrictions and to permit pedestrians to wander at random over the streets is manifestly inefficient and unfair. On the other hand, pedestrians often revolt at restrictions which they want imposed upon other pedestrians when they happen to be drivers. Technical regulations concerning pedestrians that will reduce if not eliminate the promiscuous intermingling of pedestrians and vehicles in the city streets are necessary.

Simply to require the pedestrian to cross at the crosswalk only and with the "go" signal only may not be the answer unless all conditions are favorable. Switching abruptly from injustice to the motorist to injustice to the pedestrian will not stand the test. Proper definition of

the rights of way of vehicles and pedestrians with respect to each other and under different circumstances is necessary. Local street conditions will govern to some extent what these restrictions must be. Relative volumes of the different classes of traffic must be taken into consideration to determine upon what class hardships, if any, need really be imposed. Like the other problems enumerated above, the answer may not be obtained merely by a study trip to a neighboring city nor by one to the opposite side of the country. It, like the others, is a problem of safer and more efficient use of existing local street conditions pending the day when better ones can be developed.

TRAFFIC ORDINANCES incorporating some of the features discussed above, along with many others of relatively less importance, must be adequate for local needs. They must be up-to-date, consistent, and simply expressed.

Horse and buggy speed limits holding over from former days do not meet the approval nor have the respect of the motoring public. Diagonal parking in a street that is filled practically to capacity with moving traffic is likely to be an unpopular ordinance provision. Two-way traffic with parking permitted in a street that is so narrow that two vehicles can scarcely pass invites unnecessary confusion. However, these or other similarly absurd provisions may be found in many traffic ordinances because stock has not been properly taken of these ordinance provisions and the unnecessary ones have not been eliminated.

Such stock taking is not a simple job for the inexperienced. It is one requiring a thorough knowledge of the city's traffic problems, the practical regulations that will apply, and the proper means of incorporating these into an ordinance that will stand the test of practical experience. One of the most important features of a traffic survey is to look into the adequacy of the existing traffic ordinances and to determine the requirements for necessary changes.

PUBLIC EDUCATION is essential to successful traffic regulation and administration. Even adequate regulations are certain to accomplish very little if the public is largely ignorant of them. An uninformed public is as much to be feared as a careless public from this standpoint.

But what relation has this question of public education to the traffic survey itself? Just this. The real value of the survey will result from the practical application of its conclusions and recommendations to the city's traffic problem and their acceptance by the general public as desirable methods of traffic regulation. The best time to bring the public into the picture is when the survey is going on. Then, it will be much less difficult to insure a proper public understanding. The survey should be so organized that many representative citizens will have a specific part in it. If fifty to seventy-five such persons serve upon its committees, an excellent nucleus is established for an informed public. If, on the contrary, the whole job of selling the conclusions and recommendations of the survey and of informing the general public regarding their meaning and observance must wait until the survey is completed and the organization directing it has directed its attention to other surveys, the job will be much greater and may often never be accomplished.

It has been the author's privilege to participate in all of the twenty community surveys conducted by the National Safety Council and to watch the developments in the direction of larger participation of representative local people in them with increasingly valuable results. The viewpoints of city officials and the general public can be the most readily reconciled when they participate together in such projects as these surveys and when the conclusions and recommendations represent their joint activity. Without such harmony of views best results are impossible. With them, however, coöperation and regulation are substituted for chaotic traffic conditions with the result that greater safety and efficiency in street use are accomplished.

EDITORIAL

THE PROFESSION OF CITY PLANNING

At the recent meeting of the American City Planning Institute and the National Conference on City Planning, held at Washington, two subjects among others were especially discussed: What should be the requirements for membership in the American City Planning Institute, and what sort of instruction should be given in the subject of city planning, both for people who intend to be professional city planners and for the general public that they may become more intelligent citizens. Of course before any particular progress could be made on either of these questions it was necessary to have a common understanding as to what city planning is, and it was at once evident that various people had very various ideas on this point, some people feeling that city planning is a coöperation of a large number of public-spirited and socially-minded people, each knowing something in his own field and all contributing to a general result; while other people felt that city planning is a general conception of the needs of civilization and how to meet them which exists in its own right and which covers the whole field of human endeavor, not necessarily presupposing any detailed knowledge in any particular portion of the field. Still others, seeing the nebulousness of this first point of view and the enormousness of the requirements of the individual in the second point of view, went so far even as to say that there is no such thing as city planning, at least in any other way than as an abstract conception,—that there is in any event no such thing as a profession of city planning as a thing distinct from architecture, engineering, law, or some other already existing and recognized profession.

When the editor got back to his dictionary, he looked up the word "profession" and found that it means something which one holds himself forth as knowing, and in a general way it means a field of human knowledge in which a man can specialize and in which he can then give advice for pay,—the general broad difference between a profession and a trade being that the professional man sells advice whereas the merchant sells goods.

Up to recent times with very few exceptions the history of all professions has been one of increasing subdivision and specialization. No one attempts any longer to know everything in the field of general engineering. He specializes in hydraulic engineering, electrical engineering, mechanical engineering, or any one of the many branches of this profession, each branch being in itself so complicated and so important that it is all one man can master in one ordinary life-time. The same thing is true of law and medicine.

Now city planning is a totally different thing in this respect. It is not a subdivision of a previous field. It is not a specialization in a small field. It is general widespread comprehensive knowledge in all the fields of human endeavor that concern themselves with the bettering of the surroundings of civilized humanity. It would seem to be entirely evident therefore that no one man could know it all, and that in that sense there is no such thing as a perfect city planner. On the other hand, it is entirely possible, although very difficult, for one man to comprehend and understand it all, in the sense that he might comprehend the general laws under which these endeavors of humanity for its own betterment are bound to work; and by long life and long practice, he could attain to a considerable knowledge throughout this field or of specific details in some one narrow part of the field.

If the tree of a man's knowledge is to stand firm against all the varying winds of circumstance, it must either spread its roots abroad very widely in all directions or else it must thrust one tap-root deeply down into the soil of fact and experience. There are trees of both kinds, but it seems usually to be the fact that unless a man has penetrated deeply into at least some one subject, so that he really from personal experience appreciates the advantages and disadvantages, the possibilities and the impossibilities of applying theory to a specific case, his general theories, no matter how beautiful, are likely to be like the birds of paradise of the old legend flying forever through the circumambient ether but having no feet which they could set on the ground.

If the definition of the professional city planner must be a man who knows so much about the whole field of human endeavor that his

advice is worth paying for on any subject from sewer design to civic centers or zoning appeals, then it is evident that there are very few city planners and that there never will be very many. If on the other hand the definition is to be a man who, while presumably knowing well some specialized subject which has a bearing upon city planning, has also a general sympathy with human striving for improvement, a general but presumably superficial knowledge of human accomplishments in this direction, and from this a specific knowledge of where his specialty fits into the general endeavor, then there is evidently room for all of us, little and big, and work and pay for all of us, according to our bigness.

It seems to the editor undeniable that there does exist a very important and rapidly growing mass of knowledge which is not engineering, which is not architecture, which is not law, which is not medicine, but which furthers certain general goods towards which, each in its specific way, all these specialized professions and a good many more are also contributing.

Now if one man can grasp and apply enough of this knowledge so that the community would be justified in paying him for devoting his life, or a large part of his life, to such study and application, then, according to one reasonable definition, there is a profession of city planning. We believe emphatically that this is the case, but we believe also, that by far the greatest bulk of city planning accomplishment has been done in the past and will always be done in the future by socially-minded people, each person working his own work and knowing necessarily only enough of the generalities to be able to coöperate with all kinds of other people towards a common end.

H. V. H.

THE TECHNICAL APPROACH

A Communication from EDWARD M. BASSETT

Mr. Adams, in his thoughtful and stimulating article in CITY PLANNING of April, assumes that the reader knows what city planning is. This article challenges analysis. It concludes with these pregnant words:

"I have not attempted to suggest a policy or to formulate any principles, but merely to indicate the need of some policy on the part of those who pursue city planning as a profession and who desire it to grow into a true art of civic design."

My suggestion is that city planning cannot be a profession. It embraces too many fields for the individual to cover as an expert. Members of many professions can throw light upon it. Architects, engineers, landscape architects, and lawyers are among the best advisers. But often the best advice comes from non-professional persons. When a subject is so broad and comprehensive as city planning, when valuable advice can come from men experienced in so many different fields, it would seem to me to be a mistake to call it a profession.

The best kind of city planning requires advice from many experienced specialists. Mr. Adams rightly looks forward to statements of the principles that will bring about the best city planning. He points out the difficulties that arise from different conditions in different cities. We are making progress on the statement of these principles but the task is not easy and probably no one specialist can ever state them all. When stated they will be stated by many groups of specialists.

Here is where analysis is not out of place. Analysis tends to show what city planning is and what fields of human activity educate those who are to be the best advisers in city planning. So here is my contribution. Like Mr. Adams I do not attempt to formulate principles.

(1) City planning is the determination of boundary lines of streets, parks, sites for public buildings, zoning districts, and transportation facilities.

(2) The acquirement of streets, parks, and sites for public buildings, the grading and paving of streets, the planting and embellishment of parks, the construction of public buildings, the establishment of a building code or housing code and the issue of permits thereunder, the issue of building permits under a zoning plan, and the construction of transportation facilities (railroads; sewers; water, gas, and electricity distribution; telephone and telegraph lines) are branches of city administration.

(3) The location, design, and construction of dwellings (housing), the construction of business and industrial buildings, and the planting and adornment of private grounds are branches of private enterprise.

THE ARTS AND CITY PLANNING

A session on May 20 of the annual meeting of the American Federation of Arts, held in Boston, was devoted to "City Planning, with special reference to Park Design". Mr. Thomas Adams, of the Regional Plan of New York, presiding after an introduction by Mr. Robert W. DeForest, President of the Federation, made the opening and concluding remarks, with special emphasis on the opportunities of Federation members for improving roadside appearance. The principal paper by Mr. Henry V. Hubbard discussed the types of parks and their inter-relation in the city plan, and especially their individual esthetic values to be developed and preserved. Mr. Charles H. Cheney of California made a vigorous and forward-looking address on "Architectural Control", giving the experience of Santa Barbara and its lessons for other parts of the country. Mr. Stephen Child, Mr. John Nolen, Mr. Andrew Wright Crawford, Mr. Cyrus Dallin, and others took part in the ensuing discussion.

In connection with Mr. Hubbard's paper, CITY PLANNING gave to Federation members a complimentary circular "Illustrations of Types of Parks and their Relations in the City Plan". A limited number of copies are still available and may be secured from the business office of the magazine by sending four cents in stamps.

THE ECONOMIC SPIRAL

The Problem of Concentrated Building Cubage in Our Cities

Paper by J. ROWLAND BIBBINS, Consulting Engineer, Washington

With Roundtable Discussion at 19th National Conference on City Planning

PROPOSED DEFINITION

The true economic height of a structure is that height which will secure the maximum ultimate return on total investment (including land) within the reasonable useful life of the structure, under appropriate conditions of architectural design, efficiency of layout, light and air, "neighborly conduct", street approaches, and utility services. The Balance Sheet and Income Account should cover all elements of revenue and expense including depreciation, obsolescence, and (or) amortization of structure (27 to 33 years), and also where involved, the cost-control of adjacent low buildings for insuring light and air. Appreciation of land, when owned, less cost of carrying the land, is properly part of the "net return" of the enterprise. Futurities must be estimated to find the proper earning-power value of the property, as of any year.

J. R. B.

INTRODUCTORY PAPER

Lincoln once replied that "a man's legs should be long enough to reach to the ground", which means that he should not walk on stilts. I wonder if he would say that we are trying to walk on stilts—economic stilts—and are liable to fall over any moment.

Recently I have been able to assemble significant detailed data of building cubage and land values in several of our large cities. While not yet available in final form* definite laws have emerged which seem to be significant in forecasting the future.

Assuming that large city populations will double by 1950, twenty-five years, office building cubage will increase within approximate limits of three to four times the present cubage. This growth ratio is geometric rather than arithmetic or expressed mathematically, increasing from the 1.5 to 2.0 power of the tributary population. The large economic question is: where shall we locate four times the present building cubage? Shall we expand horizontally or vertically, constructing subterranean "hecatombs" served by "pulsing pretzels" as Mr. Curran calls subways? Or, on the other hand, shall we recognize an economic cubage "ceiling" regardless of the fact that some few monuments or "flag poles" have thrust their head above this ceiling in apparent defiance of economic laws?

At the outset, rational consideration should be based upon the principle of the greatest good to the greatest number, i. e. the welfare of the city as a whole, which is identical with the interests of business supported by this population. No other viewpoint seems permissible in the development work of transportation, highways, utilities, and building.

*Forecast of Building Cubage Detroit 1950, for Detroit Edison Company under auspices of Department of Engineering Research, University of Michigan.

Mass cubage and its distribution relative to population seem to me the important problem regardless of the temporary excitement over "flag poles". Looking down from an airplane, these "flag poles" are very small affairs indeed in comparison with the mass cubage resting upon the land provided there are not too many of them.

The airplane also gives us a true perspective of the sky-line or roof profile through and across the business district. It stands out as if traced by the hand of some master draftsman, and that is true,—the economic draftsman. But we almost upset or go into a tail-spin to think of the situation of doubled population and quadrupled cubage only twenty-five years hence.

As we land at nightfall we get a new sensation: why is some land so valuable and other land not? Then we realize that we are doing business on the mountain tops instead of in the valleys, so much easier of access and where the people live. Most cities have about the same characteristics. While New York has a sharp peak profile of land values, Detroit is still sharper, Chicago a little flatter than New York, and Cleveland still flatter, nearer to the ideal. These peak values run from two to ten times those at one-half mile radius and ten to one hundred times those at one mile radius. Will the mountains ever stop growing?

Now comes an interesting discovery. It is impossible to separate cause and effect. With the continued growth in population, commerce, industry, wealth, and social advancement, *basic land values*, the main source of revenue for all public enterprise or private for that matter, are constantly increasing by a definite law,—again geometric rather than arithmetic. Each city has its own index of growth, its own personality. Thus we have identified the source of growth, in building cubage and height,—land value. Ergo, we have the starting point of our Economic Spiral.

The study of this economic history shows that the so-called "vicious circle" is not a circle at all but first resolves itself into a spiral. Buildings, to pay, must be erected to justify the taxation and rentals. The assessor then boosts the valuation. The next buildings erected must go higher. Another boost in valuation and so on *ad libitum*. Will it ever stop?

More detailed studies of the value history and development of a large number of typical blocks and frontages in large cities reveal this definite upward trend as the city grows. But as the airplane reaches its "ceiling" there seems to be a limit or "value ceiling" which has already arrived in New York and possibly Philadelphia. The heavy hand of economic law has reached out and said, "Stop". This ceiling seems to approximate \$25,000 per unit frontfoot assessed value (excluding the enhancement of corner influence), perhaps \$30,000 "free sale" or market value. Philadelphia has also reached this level. If this ceiling is true, it is one of the most hopeful discoveries in this absorbing study of building height and concentrated cubage. The "spiral" then recoils like a steel spring against a beam but the internal stresses tend to increase. This analogue seems to represent in a broad sense a cross-section of the development of the times.

There are other evidences of this "ceiling effect" and when downtown rentals reach a maximum of \$4.00–\$6.00–\$8.00 per square foot a vast amount of business is squeezed out into outlying territory for lower rentals in competitive developments.

Thus decentralization becomes automatic and rentals, *unlike* measured utility rates, are found to be entirely empirical and independent of capital investment or operating expense. The building industry simply must adjust itself to the rentals demanded by business, regardless. New York shifted uptown to Times Square and Fifth Avenue apparently due to this ceiling, and already is moving still further to 57th Street, for Fifth Avenue too is approaching the ceiling. In Montreal, retail business picked up its tents and bodily moved up the hill to St. Catherine's Street but without the slightest reconstruction of the new district for the additional traffic. Result: the same congestion as of old.

On the other hand some qualified observers of city realty have concluded that a permanent fixation of "Districts" (financial, retail, etc.) is the rule, citing Chicago as an example. Yet even here with the development of Michigan Boulevard, business has already swept northward with tremendous increases in land value. Caught in the jam as it were and faced by these shifts in business location, the real estate man considers himself an aggrieved party, especially when rentals actually have to be lowered while taxation still clings to the old levels,—the time-lag of the Assessor's consciousness. But it is only a broad phase of economic adjustment based upon normal decentralization.

The building industry naturally demands a reasonable return upon its investment, presumably made to meet the demand for building cubage. If it is economically sound, the industry should be able to make a clear 6% net return on both land and building for interest and dividends determined by the same accounting standards as any other "public utility". By net return I mean balance of total revenue after all operating expenses, taxes, insurance, maintenance, depreciation, obsolescence, and (or) amortization of the entire building investment within the period of useful life variously estimated by far-sighted business men as 27 to 33 years. Apparently building accounting terminology differs from that of utility accounting. Thus 6% net return does not mean 6% "profit" after fixed charges and interest. To perpetuate a stable industry, must not Economic Height rest upon some such figure of sufficient and fair return?

Two accounting elements seem generally lost sight of, *viz.* land appreciation and the cost of controlling adjacent low buildings. Reginald P. Bolton* who appears to have made the one outstanding contribution to economic height of buildings of public record, stresses the impropriety of balancing land appreciation against building depreciation. Net appreciation of land when owned, after deducting the equivalent cost of carrying the land, thus becomes part of the economic balance sheet properly classed as "net return" on the enterprise as a whole. To leave out the cost of carrying land or to include gross appreciation is equally erroneous.

The matter of "damage" inflicted upon neighboring property by a sky-scraper is not as evident as recently stated by Mr. A. S. Bard,** for this situation is distinctly the result of enterprise which has made America what it is. Following the U. S. Supreme Court in a famous irrigation case between two states, whoever first puts the water to useful purpose has the prior right (i. e. a premium on enterprise).

*Building for Profit, 1911-1922, De Vinne Press.

**National Municipal Review, April 1927, "Tall Taxes."

The fact that many tall buildings have already acquired control or constructed low buildings adjacent, to prevent competition, gives evidence of the intangible value of unrestricted light and air and therefore establishes this element as one of both investment and expense. Mr. Bard, as others, proposes a volume surtax on all high buildings erected above the "norm" (whatever that is) stating that the present laws "protect the fruits of unneighborly social conduct so that bad planning and bad management have been permitted to escape their economic penalties". But can we change traditional economic conditions over night by legal fiat without introducing new injustices and without taking into account the results of taxation policies and perhaps even the old English doctrine of "ancient lights"?

Taxation policy thus lies at the very root of our problem. Just what form it should take and the best distribution of levy as between central high value territory, the developing fringe just outside, and the outlying low value territory to furnish an economic corrective for present tendencies, requires very serious study. It is easy to scold and perhaps punish the advocates of centralization. But while I favor decentralization as the most farsighted and constructive policy in sight to-day, I cannot escape the fact that we are clamoring for a new building policy without having the courage to search deeper into economic causes and more equitable remedies. I fancy that is why Philadelphia, Cleveland, and Detroit have not achieved practical zoning and why Chicago compromised on 264 feet height limit (four times a 66-foot street) only after bitter and prolonged controversy.*

It appears a natural deduction from economic principles that in the end the question of sky-line and cubage will work itself out by economic necessity rather than arbitrary fiat. It is an instructive fact that on the main downtown streets of Detroit the present "sky-line" factor (ratios between average cubage height and maximum height built) is practically uniform, over long stretches of frontage from five to twenty stories high. So the "hop skip and jump" sky-line seems to have become definitely established and cubage height becomes the important point of control. The rapidly decreasing low efficiency (ratio of net to gross floorage) which a high building suffers must automatically result in flag pole architecture like the ego-centric, relatively harmless. But intensified cubage means day population, concentrated traffic and transit, sidewalk confusion, hazard of fire, public health, etc., and cubage rests upon land values and taxation. The question of greed for profits or exploitation of neighbors thus enters into the problem as incidentally as any other human endeavor, dramatic rather than fundamental.

What is the true economic height of a building? Months of search have revealed little of authoritative nature except Bolton's elementary studies. Some individual studies are available but too general and full of impractical assumptions. The problem is complicated and must take into account varying units of cubage cost, building efficiency, cubage loading per square foot of land, type of structure, architectural treatment, construction methods, etc., which constantly change with increasing height. When all engineering economic and accounting factors are considered, I strongly suspect that in the usual high value districts of our large cities the true economic height will be closer to ten stories than twenty. Later we may be able to prove this.

*Chicago Building Height Hearings. Chicago Real Estate Board, 1925.

This economic height should be the starting point of a reconsideration of height zoning. It is rather amazing that between 25-30,000,000 people live under zoning ordinances by fiat limitations without this all important question having been determined. New light is needed and a better understanding of economic height will probably suffice to substitute understanding and coöperation for the present bitter contest.

Finally, there are some important factors entirely outside of the control of the building industry. The question of sidewalk and street traffic attributable to a building should be measured by *rush hour*, not all day movement. Someone has stated that for the same originated street traffic an office building could be built fifteen stories high, loft buildings nine stories, and department stores only three stories. But this does not tell the whole story. The real problem of mass traffic and transportation in our cities is in the peak loads, morning, noon, and evening. Modern transit systems handle in the maximum rush hour perhaps 20% of the total traffic and at least the entire population once a day. The fifteen-minute peaks run far higher. Department store traffic on the other hand fills up the non-rush period.

It will also be vastly informing to know accurately what proportion of inter-office or customer business in a tall building is handled during non-rush hours without using the streets. Everybody of course travels during rush hours except shoppers.

And at the end of our survey there arises the specter of mounting cost of city and utility services due to this cubage concentration,—electricity, heat, car lines, busses, rapid transit, gas, sewerage, cartage, garaging, etc., also highway, street and sidewalk capacity, police and fire protection, etc., not to speak of the needs of private automobile transportation. While the builder is not concerned, the city and the utilities companies must provide them. The final result appears in the city budget and congestion. New York's budget is increasing as the cube of the population, building cubage and traffic (rail and rubber) perhaps as the square, downtown land values only proportional to the population and then until they reach a ceiling. Thus economic height looms even larger than the individual building. With doubled population and trebled or quadrupled traffic and cubage, we have the real problem of City Building. In the end, economic law will prevail regardless of all our theories and pet hobbies.

SOME FUNDAMENTAL QUESTIONS ON ECONOMIC HEIGHT

1. THE BROADER ASPECTS. How shall the city budget be balanced against the needs of business and the Master Plan? The proper balance of interests and objectives?
2. Is there a basic relation between land value and population? What is the trend? Is a "value-ceiling" developing? Can tax assessment be adjusted to economic limitations? Is a height and (or) density surtax equitable and practical? Should the "potential income basis" of tax assessment be based upon economic height?
3. What is the general range in actual rate of return on the investment in modern office buildings (land and building), i. e. percent balance of revenue after all operating costs (both current and accrued as above noted)—balance available for interest and dividends and contingent surplus reserves? What return should the general character of the business justify? Where does the shoe pinch?
4. Should the cost of height-control of adjacent low buildings enter into the formula for economic height, in the form of insurance of light and air?
5. What return on land investment is considered normal (owned or leased)? What escape is there for realty between the two limits of (a) disproportionate taxation, (b) arbitrary height limitation? If taxation is readjusted, will realty accept correspondingly reduced cubage limits? How can the individual be controlled in the interest of all?
6. Are there indications of future reduction in building construction costs, i. e. construction index, labor and materials? Will this tend to encourage or discourage increased height and cubage?
7. Does rapid transit actually congest or de-gest? Can we ever catch up with capacity demand even with the aid of local-benefit assessment except through decentralization? Is New York more congested than London?
8. Relative cost and difficulty of providing proper utility services under centralization vs. decentralization, e. g. electricity, heat, transit, water, gas, sewerage, cartage, garaging, etc.? Also highway, street, and sidewalk capacity?
9. Conclusions of United States Chamber of Commerce on height and cubage limitations of tall buildings?
10. Have any factors been left out of our economic balance sheet? Effect of future dollar index? Cost of future money? Relative return on investment?
11. CITY EXPERIENCES. Why New York trekked up town? New York height and street capacity studies? Why Chicago went skyward? Does 150 feet pay in Los Angeles? Why Philadelphia, Cleveland, Detroit, etc., are not zoned?
12. SUPPLEMENTAL QUESTIONS. What is known as to relative volume of pedestrian traffic originated by various types of buildings, (a) rush hours, (b) non-rush hours? Which period is controlling? The average does not tell the story.
13. What proportion of inter-office or customer business in a tall building is handled during non-rush hours without using the streets?
14. Is the reservation of one to three floors of an office building for a garage economically justifiable except to meet the *present* high building situation and the absence of adequate outside garaging?
15. Can building architecture be reasonably adapted to economic height limitations to encourage and preserve a normal return? New York combination store-office building, Fifth Avenue development?
16. Is economic-height zoning applicable as a reasonable interim solution? Can cubage justly be limited by legal fiat without measurable adjustment of other underlying factors, e. g. taxation?

FEATURES OF THE DISCUSSION

Concerning several of the questions at issue (numbered to correspond).

1. *The broader aspect.* MR. FREDERIC A. DELANO, Washington: There seem to be three questions closely inter-related—cubage of buildings, the traffic transit capacity of our streets, and taxation. Transit and taxation operate in a “vicious circle” with the building question. Instead of relieving congestion, we find that the traffic increases by leaps and bounds and congestion is worse than before.

Rapid transit must have delivery points at rare intervals. The stations thus create *nerve centers*, demanding high buildings, high rentals, and high tax values around these nerve centers, with much lower values and cubage in between. This is evident in New York City. Washington is at present also struggling with the problem of Sixteenth Street where taxation, traffic, and use of land have not been coördinated—i. e., working around in a circle.

2. *Taxation and “value-ceiling”.* MR. LAWSON PURDY, New York: Many people do not yet realize that land value is due to the *productivity* of the population, which reflects their intelligence and industry, the climate, the location, and efficiency of the city plan for economic production.

This notion of high buildings being profitable is, to a very large extent, a delusion. There is an economic height control between cost of building and the relation between cubage and rentable area, which rentable decreases rather rapidly above a certain height. As every architect knows, the elevator haul also increases with height.

I have come to the conclusion that economic cubage height for commercial buildings does not exceed 60 cubic feet per square foot of lot. With this *cubage rate*, I am not concerned whether a builder goes up 20 stories or stays at 6 stories.

Proper land assessment is not arbitrary; it follows very definitely the value of the land which is the net rental (after allowing an appropriate rate on the building and all operating costs and taxes) yielded by the land, and the net return capitalized at a figure which is appropriate for the time and market conditions of the particular location. In the Wall Street District that capitalization rate used to be about 3%, reflecting belief in stability of investment. This produced tremendous values. Outside and in most cities the rate rises to 5 to 6% and in some cities higher. It is the business of the assessor to follow those values which he has nothing to do with fixing.

New York experienced a period of serious over-building, resulting in high vacancies and large equity losses. Buildings 20 stories or higher paid very well until blanketed by another building of equal height. Then mortgages were foreclosed and equities wiped out. Many of these buildings paid so long as they had *exclusive* light and air above their neighbors. When blanketed they were a loss. Thus the south wing of the Trinity Building practically carries the north wing, which does not justify itself as an economic addition.

These economic losses in equity or rate do nobody any good. Such an economic monstrosity lasts 25-50 years. But farmer or manufacturer can readjust

his production annually. No buildings should be permitted anywhere that are not suitable as a type for the complete development of the zone in which they are to be placed.

I find that a street can carry no more than the inhabitants of office buildings, with buildings no higher than the street width (lots 200 feet street to street)—i. e. about 100 square feet per office worker or building inhabitant. Thus a building 10 stories high has 10 persons per foot of building frontage and it takes 5 square feet per person to walk comfortably in the same direction and in pretty close rank. With greater density the streets won't hold the people at rush hour, and if they all went home at once they simply would not go home.

3. *The prevailing rate of return on buildings.* MR. LOUIS O. HONIG, National Association of Building Owners and Managers, St. Louis: Our Committee on Building Heights has been studying height limitations. This Association (comprising some 1600 office buildings) is not opposed to city zoning or planning, but believes that height limitation should be separated from zoning to facilitate the general progress of zoning because of the great importance of economic heights. No solution seems, as yet, to have been found.

The right to acquire and hold property is the most fundamental and the bulwark of our taxation system. As the population creates land values, these would continue to rise indefinitely. But land is valuable only if it can yield an adequate return. Much depends upon location and accessibility. Height limitation is of concern when it creates an uneconomical restraint upon development of business areas.

The building industry secures its rate in terms of "net profit", after operation, fixed charges, and interest but before dividends. To-day the average net profit of office buildings throughout the United States is from 3 to 3½%, in some cities more, some less. We ourselves are responsible for this to a certain extent, due to competition, over-building, lack of economic design, and improper financing plans, but they are being corrected. Office buildings ought to earn at least 6% net profit for dividends and surplus after interest. This is somewhat less than 12% total rate because the interest rate will not be the same throughout the life of the property. If building heights are limited too greatly, rents are going up.

5. *Normal rate on land and disproportionate taxation.* MR. FRED E. REED, Oakland, Vice President, National Real Estate Association: The normal rate is determined entirely by prevailing interest rates in various sections of the country, also the relative stability of the property. It varies in large and small cities. Normally 6% net is considered as the proper rate of interest. But in my judgment there should be taken into consideration the increase in value (appreciation) as a part of the rate on the investment, because real estate investment is frozen and not liquid, like stocks and bonds. At present, 6% seems a fair general average disregarding appreciation.

As to the question of height taxation. Excessively tall buildings should be punished and not licensed, i. e. should be prohibited. The man who steals (his

neighbors' light and air) ought not to be punished if the law permits him to steal. The thing to do is to correct the law. We have formed a system of taxation in America that destroys basic principles, i. e. taxation based on the return on the land which fixes the value of the property. The law is at fault, not the individual.

No building height is economical that does not balance the building height with the street width. The value comes from accessibility which requires proportioned street capacity. Economic height of buildings should be studied from the view point of the people as a whole and not of the individual. European peoples have learned to *live* in their communities rather than to *exist* as we do.

In New York the over-building and crowding together of tall buildings produced a loss of \$186,000,000 in the district 10 or 12 blocks around 23rd street and in only two years. This does not sound economic. One block, 22nd to 23rd and 4th to 5th Avenues, dropped in value from \$4,550,000 to \$2,000,000 in 1½ years, a loss of 46%. We must have more permanency in realty values.

Subways, elevateds, and sub-subways did not cure the trouble; they simply widened the "vicious circle".

Three things thus enter into value—*income*, *taxation*, and *permanency*. Tall buildings should be condemned as uneconomic. They are unprofitable. Over 20 stories high they are monuments, advertisements, or failures, increase taxation beyond endurance, create congestion and shifting of value which can be overcome for the benefit of the few only through taxation of the many. The height of buildings should be limited to the width of the streets and using 45 degrees set back, for added height. By spreading business around and avoiding waste, the total values of the city would be increased while the rate of taxation would be lowered. Decentralization is the remedy and then rapid transit will not be needed.

7. *Does rapid transit actually congest or de-gest?* MR. JOHN HANNA, Vice President, American Electric Railway Association: Undoubtedly the question of transit must be considered and also the laying out of the city and street system. For example New York is a peninsula, Chicago has 180 degrees spread. The answer is that New York has not been able to keep up with the growth of high buildings even with three-level transportations and Chicago is certainly not any worse off than New York with surface transportation largely.

(Note by the Chairman: Sir Albert Stanley, former American railway man and since then head of the London Under Ground & Omnibus Company, recently stated that London is less congested than New York,—a point which in fact deserves much study).

9. *Chamber of Commerce of the U. S., Discussion on high buildings.* MR. JOHN IHLDER, Washington: The debate turned out to be rather one-sided, mostly against the skyscraper. They really did not speak against height. What they had in mind was *cubage*, congestion, light and air, etc.

Mr. Reed's discussion (herein) is typical. The final measure, it was stated, would be not a material, but a spiritual measure. While business is the foundation, our cities after all are places in which to live.

11. *Does 150 feet pay in Los Angeles?* MR. WHITNALL, Los Angeles: It does not any more than a 60-mile automobile with a 35-mile speed limit. Even with 150 feet, Los Angeles cubage has not reached anywhere near the limit. Decentralization is progressing and one bank alone has 52 branches. Los Angeles has not, yet, submitted to the major civic operations of blood transfusions or subways!

New York building studies. MR. E. P. GOODRICH, New York: New York Regional Plan Staff has been studying three special problems on the relation of building height to street capacity. Our studies of Manhattan show that for the same total street filling, an office building 16 stories would have the same traffic equivalent as a loft building of 9 stories and a department store of 3 stories. This assumes half of the traffic through and half local, the local traffic being measured by the number of vehicles and persons who visit these buildings during the maximum hour by 60-foot streets with avenues 700 feet apart. Excluding through street traffic this relationship would be 32, 18, and 6 stories respectively.

Question by Chairman Bibbins: Do these ratios apply to peak load traffic or to all day traffic? Ans. Peak load.

With reference to daylight an angle $23\frac{1}{2}$ degrees should be employed to secure natural light during the winter. Thus an average of $23\frac{1}{2}$ degrees, from top to bottom, results in a 45-degree light angle or the proposed 1:1 ratio, building height to street width.

As to economic height, our general study, taking into account building costs, ratio of building to land costs, operating ratio, carrying charges, and gross return, show that the economic height is very much lower than usually thought proper by builders. Thus in an actual case of an 18-story building, the economic height was about 8 stories. In such an analysis, the costs of easements of light and air over abutting property for a high building, necessary to make it profitable, should be taken into account.

Question by Chairman Bibbins: Are tall buildings reasonably self-contained as to inter-office traffic, i. e. do office buildings keep traffic off the street?

Ans. In a complete building such as the Standard Oil there is a very large interflow of traffic but in a normal office building there is very little. The average I have been able to discover is about 20%.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

REVIEW OF STANDARD CITY PLANNING ENABLING ACT

By PHILIP NICHOLS

THE Standard City Planning Enabling Act, which has been drafted by the Advisory Committee on City Planning and Zoning appointed by Secretary Hoover of the Department of Commerce, and which has recently been made public, has little in common with the uniform state statutes relating to other branches of the law, which have been so widely adopted in recent years. These laws relate to commercial matters which are within the control of the several states but which affect business relations of an interstate character, and the need for uniformity is the prevention of confusion and misunderstanding in business relations between citizens of different states. In this class fall the uniform state laws on such subjects as Sales, Negotiable Instruments, Partnership and the like. So also there is a need for uniformity in the laws which affect the personal relations of individuals who may migrate from state to state, as in the case of the laws of Marriage and Divorce. But the laws of city planning are distinctly of a local character, and the need of uniformity among the several states is of minor importance. In fact, if the laws of city planning and zoning had in every case been slavishly copied from those of the first state which adopted them, one of the great benefits of our federal system of government would have been lost, namely, the existence of forty-eight laboratories of experiment in legislation, with the resultant progress which necessarily follows in the gradual acceptance of those experiments which have succeeded and the discarding of those that have failed.

Nevertheless city planning has pushed its way into the statute books so recently and so rapidly and is of such vital importance to the community, that a compendium of the results of this experimentation to date, laying before the legislature of every state a complete city planning enabling act, fully annotated and explained, in which the experience of every section of the country and the best thought of those who have studied the subject the most is embodied, cannot fail to be of the greatest value.

A draft of a uniform statute in the field of municipal or administrative law encounters difficulties which the draftsmen of uniform commercial laws have never encountered. Not only the nomenclature but also the systems of municipal government differ so widely in the different states that to draft a city planning act of nation-wide application must have seemed at times an almost hopeless task. The committee has recognized this difficulty and has met it as far as is reasonably possible; but, as is stated in the introduction to the bill, modifications in phraseology and often in substance will almost certainly be required to adapt the law to the institutions of any individual state.

The act does not relate to zoning, for the law and practice with respect to zoning have already become well crystallized, but the other branches of the law of city planning are well covered; and these branches are still in such an undeveloped state with respect both to legislation and judicial decisions that any assistance with respect to such topics should be welcome, even to the most expert legislative draftsman.

The first main division or "title" of the act relates to municipal planning commissions. Municipalities are authorized—not required—to adopt a city plan and to create a planning commission. The main function of the planning commission is to prepare a master plan for the physical development of the municipality. The first "teeth" in the law appear in a provision that, after a plan has been adopted, no public improvement can be constructed without the approval of the commission; but the right to overrule the disapproval of the commission is reserved in the council or other board having jurisdiction to lay out or otherwise authorize the improvement, but only by two-thirds vote. The remainder of this title of the act is devoted to the necessary details of the organization and procedure of the commission. Up to this point the act has directed itself to the division of well established governmental powers between a new commission and existing boards and councils, and no question of the possibly unconstitutional interference with the rights of private parties is involved.

With Title II, entitled "Subdivision Control", the constitutional questions begin to arise. This title, as its name indicates, deals with the perplexing problem of restraining the activities of real estate developers in opening up large tracts of hitherto vacant land by means of a street plan which bears no relation to the street plan of the city as a whole, and which may further provide streets of inadequate width or impossible grades, or incapable of connection with the city sewer or water system. The act provides that after the adoption of a major street plan, no "plat" of a subdivision shall be recorded, until approved by the municipal planning commission. The act avoids the danger to its constitutionality incurred in delegating an arbitrary power to the planning commission, by providing that the commission shall enact regulations with respect to the laying out of streets in private subdivisions, which, it is expected, will enable a conscientious developer to know in advance what is expected of him. The developer in any event is allowed a hearing by the commission; and while a provision for court review is found in the notes, it is not approved, on a ground which indicates the wisdom of the legal members of the committee, namely, that if the commission exceeds its powers, an aggrieved party has a right to go to court irrespective of the statute; and if the review is granted merely to afford an opportunity to have the question before the commission rejudged on its merits, the court review provides an appeal from a tribunal qualified by experience to a tribunal with no experience in the particular question, since a study of Coke and Blackstone throws no light on the problems of landscape architecture and engineering involved in street planning.

The act contains the usual indirect methods of enforcing the disapproval or lack of approval of the planning commission—the county recorder is forbidden to record an unapproved plat, and the municipal authorities are forbidden to accept,

open or improve, or to lay water pipes or sewers in any street unless the street is shown on an approved plat. Such methods have been tried in the past and have usually proved ineffective. But this act goes further and imposes a penalty of \$100 for each lot sold or attempted to be sold by reference to an unapproved plat, and gives the city the right to have such a sale enjoined. Finally, no building can be lawfully erected unless the street giving access thereto is either a public way, or is shown on the master plan, or on an approved subdivision plat. This title ventures into an almost uncharted sea, so far as judicial decisions are concerned; but such rulings as have been made seem to indicate that the natural right of an individual to cut up his own land as he sees fit is not superior to the right of the public to be protected from the thrusting upon it of an unsuitable and possibly dangerous and unsanitary street plan. Such legislation hardly goes as far in limiting the natural rights of ownership as some of the zoning ordinances which have been sustained by the courts, and would probably be held constitutional.

The third title deals with the hitherto unsolved problem of preventing the erection of buildings in the proposed location of the streets shown on a city plan. As it is impossible for practical reasons for a city to acquire title to all of the proposed street locations shown on a plan intended for the future development of the locality, it often happens that when the time comes to construct and open one of the streets shown on the plan, it is found that expensive buildings have been erected in the proposed location of the street and either heavy damages must be paid for the destruction of the building or the proposed street abandoned. Many early statutes provided that one who erected a building in the bed of a street shown on the official plan should receive no compensation for his building when the street was opened; but these statutes were all sooner or later held unconstitutional. Two methods have been proposed of meeting this difficulty; one, by the exercise of eminent domain in reserving locations of mapped streets for future public acquisition and the payment of such small damages as might be required for imposing this reservation; the other, by forbidding incontinently the erection of buildings in the location of mapped streets, but allowing some public board to modify this prohibition when it will work especial hardship.

The committee adopts the first of these methods, and embodies it in Title III, which is avowedly modelled upon a bill first introduced in the Massachusetts legislature. Hence this method is known as the Massachusetts plan; but Massachusetts has been none too keen to father it, for the bill, though it was approved by the Attorney-General as to its constitutionality in 1925 and passed the Massachusetts House of Representatives in both 1926 and 1927, was defeated each year in the Senate. The Massachusetts Legislature has been constantly obliged to authorize enormous expenditures for street extensions and widenings due to lack of foresight in the past, but has with equal constancy shown itself unwilling to make it possible for the city authorities to prevent such mistakes in the future.

The second method, known as the New York method, has been actually enacted in New York, and the committee prints the New York statute in the notes to the act, as well as a draft of its own, as an alternative method for those who prefer it to the Massachusetts plan.

The fourth title deals with the subject of regional planning. The Governor is authorized to appoint a regional planning commission, with jurisdiction over an area more extensive than a single municipality, and with powers similar to those of a municipal planning commission. A municipality within such region may accept the plan; in non-municipal territory no public improvement can be constructed without the approval of the regional planning commission, except by two-thirds vote of the board otherwise having jurisdiction.

The foregoing are the main features of the act; it is impossible to do it justice without setting forth the whole act and the scholarly and instructive notes as well. Much of the act, however carefully its language has been chosen, is bound to sound strange to lawyers and public men accustomed only to the phraseology of their own statutes and customs. Frequent references to non-municipal territory and other phrases which are a matter of course in many states would puzzle many readers in states, such as Massachusetts, in which every acre of territory however sparsely settled is within a full-fledged municipal corporation; in which the "county auditor" is a non-existent functionary, and even "plat" is an unknown and unfamiliar term.

Such unaccustomed phrases arouse instinctive opposition in the minds of the unthinking; and the planting of the seemingly intolerable yoke of zoning on the neck of the irresponsible real estate developer has created, in some quarters, an underlying hostility to any form of city planning, while the contented householder protected from immediate intrusion by carefully drawn zoning ordinances is hard to inspire to further effort or interest. A period of reaction may set in; it may be hard to enact laws carrying the principle of city planning as far as the standard act of the committee would take it; some of the more advanced provisions may be held unconstitutional by the courts; but no progress can be made without the attempt, and the public owes a real debt of gratitude to the committee which has made a concerted effort toward progress in city planning feasible.

COMMENT AND NOTES

It is my privilege as editor of this department, already overfull this month, to add to the suggestive comment of Mr. Nichols my word of appreciation of the useful and timely Standard City Planning Act. With its carefully drawn provisions and full notes it is certain to perform a great service to city planning in this country not the least of which, as the authors of the act have always said, is the evoking of constructive criticism.

I have always doubted the wisdom of the absolute prohibition, contained in section 19 of the model act, of the erection of buildings not situated on any existing or planned street. There are many structures which do not require the service of a street, as, for instance, a barn on a remote portion of a farm. To prevent the erection of such a building would be an unnecessary hardship. This absolute prohibition would seem to be as dangerous as the sweeping prohibition of buildings in mapped streets, under the many older laws for the protection of such streets long since held to be unconstitutional. There is the same need of providing for the exceptional case in section 19 that there is in zoning, and it is for this reason that

the New York legislation for the prevention of structures which are not served by existing or future streets (New York; General City Law, Art. 3, Sec. 36, and similar provisions in the Village and Town Laws) provides, in such cases, for resort to a local board of appeals with the power of variance.

There is a growing feeling among city planners and realtors alike that subdividers of realty should be required to make provision for future small parks or playgrounds, as they do for streets. The suggestion is frequently made of late that the setting aside of a fixed percentage, of perhaps ten per cent of the improvement, should be required for such uses. The authors of the Standard Act, probably doubting, as the authors of the New York laws do, the constitutionality of such a provision, have made no attempt in this direction; and it is because of the possibility of availing themselves of the discretion of a local board, now so well tested practically in zoning and so generally recognized as constitutional by the courts that the authors of the New York laws (General City Law, Sec. 33 and similar sections of the Village and Town Laws) have felt themselves justified in requiring realtors to set aside without compensation, not a fixed percentage of their development in all cases, but a reasonable proportion of it wherever it seems proper, for small parks and playgrounds, which the community may later take and pay for or assess the cost against neighboring land.

The authors of the Standard Act have provided for the prevention of building in the bed of mapped streets under the power of eminent domain instead of by the employ of the police power with a board of appeals as under the New York laws. This they have done because it seemed to them simpler and more probably constitutional. In his study of the Standard Act, the author has examined the constitutional provisions of the forty-eight states with regard to eminent domain, in their great detail, variety, and complexity, and thereby strengthened his belief that the difficulty of sustaining provisions for the protection of mapped streets under eminent domain was greater than under the police power. And, it should also be noted in their effort to conform to constitutional requirements generally the authors of the Standard Act have sacrificed the simplicity of the original Massachusetts proposal not considered feasible in the other states.

City planning, practiced with success at the birth of our nation, after passing through its dark period, is renescent. The number of communities in this country that feel the need of planning and see the necessity of adequate legislation to that end, is increasing. Enabling acts, framed to meet modern needs, have been passed in New York, adopted in a number of its municipalities, and put into actual operation.* Already actual experience is beginning to test the accuracy of theoretical conclusions. Alternative solutions of these problems are offered in the Standard Act, and will be most useful. Never, perhaps, was the appearance of such a work more opportune.

F. B. W.

*The following New York Municipalities are functioning under the new law: Bronxville, Jamestown, Mount Vernon, Port Chester, Rye, Scarsdale, Schenectady, Tuckahoe. The City Planning Commission of the City of Jamestown, under date of August 19, 1926, has issued a pamphlet containing the text of the new law, the ordinance putting it into effect, and the rules of procedure of the Commission with relation to it.

RACIAL ZONING

The Supreme Court of the United States, in *Harmon v. Tyler*, has again affirmed the unconstitutionality of zoning based on racial differences. The supporters of the New Orleans regulation, this time in question, urged that this ordinance, and present conditions, were so different that the Court should support the ordinance; but the Court declined to do so, following the earlier case of *Buchanan v. Warley*.

Private restrictions for this purpose have been frequently upheld by the Courts; as is done in the recent case of *Liberty Annex Corporation v. the City of Dallas, Texas*.

THE BILL BOARD AGAIN

In spite of the fact that the billboard cannot be regulated solely for esthetic considerations it is of such a character as, for many reasons, to be subject to strict control. It is a non-residential structure, and may, by proper zoning, be excluded from residential neighborhoods. A late case emphatically to this effect is appeal of *Yunge*, Superior Court, Pennsylvania, March 3, 1927.

No less emphatic is *People v. Wolf*, in the New York Appellate Division Reports, Vol. 220, p. 71. Our readers will recall a review of the case in the County Court (reported in 127 N. Y. Misc. Rep. 382) given in our Notes for October, 1926. The judge in the court below had upheld the ordinance on esthetic grounds. In the County Court, in this account, he was reversed. The higher court now reverses the County Court, upholding the original decision. It refuses to sustain the ordinance as a whole, some of the provisions of which were clearly esthetic, but holds that these provisions were not those which the defendant violated; and goes on to say that other provisions, which he had transgressed, were, or might well be, inimical to the public health, safety, and morals. The case is perhaps as strong a one in favor of the control of outdoor advertising, under the police power, as has yet been rendered.

A SUGGESTED CURE FOR THE PARKING ABUSE

A major cause of congestion in our larger cities is the parking of vehicles in the public streets. As a partial relief of our overcrowded streets it has often of late been suggested that commercial establishments should be required to provide on their own land for parking in connection with their own business. It is therefore of interest to note that West Palm Beach in its zoning ordinance passed October 31, 1926, has introduced a provision making the requirement for certain buildings already erected, and much stricter ones in new subdivision plans.

SET BACKS

The establishment of set backs under the police power continues to gain support in our Courts; as witness the Ohio cases of *Kaufman v. City of Akron*, Court of Common Pleas, January 6, 1927, and *Weiss v. Guion*, U. S. District Court for Northern District of Ohio, Eastern Division, March 1927, and the Virginia case of *Gorieb v. Fox*, reported in 134 S. E. Rep., page 914.

ZONING AND HEALTH

Dr. George M. Kober of the School of Medicine, Georgetown University, Washington, D. C., in a recent case (U. S. ex rel. Stearman v. Oekman, Supreme Court, District of Columbia) testified to the value of zoning as a public health measure. His testimony, printed in *The Nation's Health* for October, 1926, and republished as a pamphlet, is a most valuable contribution to the subject.

THE EUCLID VILLAGE CASE

Alfred Bettman, of the Cincinnati Bar, who was of counsel in the Euclid Village case in the Supreme Court of the United States, appearing for the National Conference on City Planning and other civic bodies, has published an excellent article on the case in the *University of Cincinnati Law Review* for March, 1927.

THE SPACE ALLOTMENT TO THE VARIOUS USES IN ZONING

Gordon Whitnall, City Planning Director of Los Angeles, has made a study of the space allotted to and the space actually occupied for various uses in the zoning of that city. It indicates that too much space has been zoned for business, resulting in lowered land values and usefulness. The article, in *Pacific Municipalities* for March, 1927, is entitled "Supply and Demand".

ZONING IN NEW JERSEY

In a late case the Court of Errors and Appeals in New Jersey refuses to follow the Supreme Court of the United States, preferring to follow its own decision in the so-called "Nutley Case" instead. This latest utterance of the highest Court in New Jersey, Oxford Construction Co. v. City of Orange, seems to end all hope of proper use zoning in New Jersey without constitutional amendment. Such an amendment has been passed by the legislature of the state, and awaits ratification by the people. It reads as follows:

"The Legislature may enact general laws under which municipalities, other than counties, may adopt zoning ordinances limiting and restricting to specified districts, and regulating therein buildings and structures according to their construction and the nature and extent of their use, and the exercise of such authority shall be deemed to be within the police power of the state. Such laws shall be subject to repeal or alteration by the Legislature."

The New Jersey Court on grounds too numerous and involved to go into at this time, distinguishes the case before it from the case before the Supreme Court of the United States; but, to the writer at least, seems to hold out little hope for most forms of use zoning under the New Jersey law as it is.

SUPREME COURT CONTINUES TO UPHOLD ZONING

Since the Euclid Village case, the decisions of the Supreme Court of the United States have, as was expected, consistently supported the principle of zoning. In *Beery v. Houghton* the Court upholds the single-family district; and in its latest utterance, *Zahn and Ross v. Board of Public Works*, it again sustains the validity of the general residence district. The case of *Harmon v. Tyler*, again condemning racial zoning, should also be noted in this connection. Evidently, the law of zoning in our highest court is, in its essentials, settled.

RECENT LEGISLATION

We note with pleasure the passage of zoning enabling legislation in Indiana (January 1927, Towns); Maryland (1927, ch. 172, Baltimore); and Virginia (Arlington County, April 11, 1927). Amendments of zoning acts have also been enacted in Maine (1927, ch. 172); Massachusetts (1927, ch. 220, the Boston zoning law); and New York (minor amendment of General City Law, 1927, ch. 504). In Texas six laws, dealing with zoning, building lines, taxation, and other matters of planning importance have recently become law.

F. B. W.

BOOK REVIEW

THE LEGAL ASPECTS OF ZONING, by Newman F. Baker. Chicago, University of Chicago Press, 1927. 182 pages. 8½ x 5½ inches. Price \$2.50.

Studies begun at the instance of the University of Chicago Law School, and published in 1925 and 1926 in various law reviews, have been rewritten and brought up to date by the author, who is a member of the Missouri Bar. The little volume treats of municipal esthetics especially in relation to zoning, of zoning legislation and zoning ordinances, of the operation of zoning boards of appeals, and of court decisions on zoning, together with a final chapter on the problem of the metropolitan area or region.

While very little of the material in the book is in itself unfamiliar to the reviewer, its compilation and presentation in this compact and convenient form, with copious notes and references to statutes and decisions, make it of great value to anyone connected with the preparation or administration of zoning plans. Taken together with Mr. Williams's "Law of City Planning and Zoning" and his supplementary Zoning Notes in *The American City* and in our own pages, with Mr. Bassett's quarterly "Roundtable" also in our own pages, and with the Department of Commerce publications, Mr. Baker's book completes to the date of its writing the background of fact on which those endeavoring to secure the advantages of zoning for their own municipalities can place reliance. Every library which collects any information at all on zoning will wish to add "The Legal Aspects" to its shelves.

T. K. H.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

THE MASSACHUSETTS CONFERENCE

AN outstanding zoning event was the Massachusetts Conference of Boards of Appeals held at the State House in Boston on March 19, 1927. We regret that we cannot give all of the excellent papers.*

Boards of appeals cannot make variances with as broad a discretion as a local legislature can make ordinances. The former act under a rule of which the element of unnecessary hardship is a part. If they fail to keep within the rule prescribed by the state legislature, they abuse their discretion and their determination will on court review be pronounced unlawful. The Supreme Judicial Court of Massachusetts seems more inclined to give leeway to this discretion than the Court of Appeals of New York. The student of this subject will do well to compare the decision in *Norcross v. Board of Appeal*, 150 N. E. 887 (Mass., 1926), where a skyscraper variance in a low height district was upheld, with the decision in *People ex rel. Fordham Manor Reformed Church v. Walsh*, 244 N. Y. 280 (1927), where a public garage variance in a prohibited district was reversed.

Some say that the nature of the inquiry open under a petition for the writ of certiorari in Massachusetts is different from that in a petition for review by court of an excessive assessment for taxation. If so, the words of the Massachusetts law providing for review should be amended. We have all supposed that zoning enabling acts made the *reviewing* and *adjusting* power of the courts available the same as in assessments for taxation. The decisions in New York and several other states seem to justify this statement.

Our reason for mentioning this point is that the reader may compare the point of view of Massachusetts with that of other states. All states including Massachusetts will insist that boards of appeals must act within the rule prescribed for them, or otherwise they abuse their discretion and their acts are unlawful.

E. M. B.

*The Editors of CITY PLANNING are greatly indebted to Mr. Edward T. Hartman, Massachusetts State Consultant on Town Planning, for the opportunity to look over and select from the Conference manuscripts those which, in the space here available, should prove most generally useful to Zoning Boards of Appeals in all parts of the country. The New Bedford paper has been included particularly because at the time of the Symposium in January, 1927, New Bedford was unable to send in its contribution, and we promised a future notice of its very interesting work. We understand that a fuller report of this important Massachusetts Conference of Boards of Appeals, edited by Mr. Hartman, will be published as a Bulletin of the Massachusetts Federation of Planning Boards.

"PRACTICAL DIFFICULTY OR UNNECESSARY HARDSHIP"

By LINCOLN BRYANT, Town Counsel of Milton, Mass.

We may start with the fact which is generally admitted that in order to avoid arbitrary and impossible situations, a provision for variations in particular cases is a wise if not absolutely necessary concomitant of a zoning law.

There is a saying that hard cases make bad laws, which, applied to zoning, means that unless provision is made for variations in meritorious cases, zoning laws—fixed and inflexible—may become so unpopular as to lead to unwise legislative modification, or repeal.

It is, therefore, a common legislative provision that in cases of practical difficulty or unnecessary hardship, zoning laws may be varied in particular cases.

Accurate definition of these words is, of course, impossible. If there were an adequate definition it would undoubtedly have been inserted in the law in place of the phrase used. I believe, however, that certain principles may be stated and rules may be formulated which will aid definition.

In the first place we must remember that zoning is an application of the so-called police power, and that broadly speaking the police power is the right of the State to curb the rights of the individual for the good of the community. In *Hadacheck v. Los Angeles*, 239 U. S. 394 at 340, the Supreme Court of the United States says:

"The principle (that the police power cannot be arbitrarily exercised) is familiar but in any given case it must plainly appear to apply. It must be remembered that we are dealing with one of the most essential powers of government, one that is the least limitable. It may, indeed, seem harsh in its exercise, usually is on some individual, but the imperative necessity for its existence precludes any limitation upon it when not exercised arbitrarily."

And I should like to suggest as one principle that the mere fact that hardship exists is obviously not sufficient to justify a variation, for hardship is to be expected in connection with every exercise of the police power. A particular or special kind of hardship, called "unnecessary", must be established before variation can be expected. For example: if a man has a lot of land on which he can profitably build either a house or a store, but the land would be worth much more if a store were built upon it, it is a hardship to a certain extent if he is not allowed to erect a store. But all his neighbors in the zoning district are under the same hardship. In other words, it is general. It is one that anyone might foresee as necessarily following the passage of the zoning law.

Again we must observe that the variation (in Massachusetts and I believe in most other states) can be applied only in particular cases. Each case must stand on its own facts. I suggest as a second rule that to obtain a variation a lot of land must be shown to have a peculiar and special hardship different from the general hardship in the district. This does not mean that a lot must be different from every other lot. There may be a number of others similarly situated and all entitled to a variation.

This brings us to a third rule which I believe is axiomatic, that if a certain set of circumstances justify variation as to one lot, the same set of circumstances must be allowed to justify it if belonging to another lot. There is no rule of primogeniture in varying zoning laws. It is not safe or just to say, "One public garage will not hurt this street"; because if one, then each other lot on the street is likely to be entitled to variation.

A corollary of the last proposition is that if a variation is granted for a hardship which is equally applicable to a majority or even a large number of lots in the district, then logically you must grant the variation to the majority of lots in the district and your zoning ordinance is destroyed. I therefore suggest the principle that if a hardship is equally applicable to a majority or a large number of lots in a district, it is a hardship necessarily foreseen and intended by the legislative authorities; and variation should not be granted on account of it.

But, on the other hand, a particular hardship may be suffered by a considerable area and yet not be general, in which case all lots in such area are entitled to relief.

For example, there might be in a residence district a fairly large area of marsh land, totally unfit for residence and quite unlike the rest of the district. I believe that, considering only the question of "unnecessary hardship", a Board of Appeals might grant a business location within this area. But in doing so the Board should have in mind that if subsequent applications are made, logically the business area will have to be extended. In this latter connection, the question of "substantially derogating from the intent and purpose of the by-law" would need serious consideration.

In the recent decision of the New York Court of Appeals relative to variations, *People ex rel. Fordham Manor v. Walsh et al.* (decided February 23, 1927), the court says, in discussing "hardship":

"Dealers in real estate or other qualified experts may show for illustration that the land cannot yield a fair income if occupied as a dwelling. The discrepancy, even if not decisive in all cases, would be highly significant in many." "We find no evidence . . . that this land if not occupied by a garage is incapable of application to profitable use." "The court is not informed that the land cannot profitably be improved by an apartment house."

The mere presence of a garage next door, the court says in effect, is not sufficient to prove the existence of unnecessary hardship. "The presence of another garage upon the lot immediately adjoining has been made the excuse . . . for changing the quality of the street."

In *People ex rel. Facey v. Leo* (230 N.Y.602), permission was given to change a stable into a garage. There was a power house opposite and two other garages near, and the lot in question was unsuitable for residence because of the noise. These facts established hardship.

In a symposium on zoning appeals conducted by CITY PLANNING for January 1927, the following were considered reasons for variation.

BALTIMORE: On a corner lot 19 feet by 100 feet the requirement of a front yard 25 feet deep should be waived.

A stable was allowed on a certain location provided there should be no openings on the side opposite dwellings.

The general principle is laid down that when the topography or irregular shape of a particular lot necessitates special treatment the applicant may ask for a variation.

DENVER: Out of 182 applications, 123 variations were granted.

Applicant desiring a gasoline station in a residence district was required to get the consent of 80% of the owners within a radius of 300 feet and to erect a first class station of brick and terra cotta and to set back his building in line with residence.

PITTSBURGH: Out of 4034 cases 1061 variations were granted and 1842 additional granted with conditions.

2986 cases were applications for minor modifications of area district restrictions affecting area per family.

The Board is inclined to favor variations with conditions.

MILWAUKEE: Board is opposed to granting variations with conditions. "Trading" is not favored.

PROVIDENCE: Out of 213 applications, 70% were granted. Variations with conditions are frequent.

Bakery in residence district filed application to build an addition. Application granted on condition that windows be closed, noiseless apparatus, and modern ventilating installed, and shade trees planted.

Three-story factory building allowed to locate in a business district on condition that land in front be devoted to one-story office building thereby eliminating indication of a factory on the street.

Automobile repairing allowed on condition that no work be allowed at night and on Sundays.

SPRINGFIELD, MASS.: Application for building in an outlying district to be used for business. Petition granted on condition that building be one story high, signs to meet approval of Board.

Case pending where Board of Appeals has virtually created a small business zone in granting a permit for erection of a store adjacent to other non-conforming stores in a residential district.

BOSTON: Out of 300 appeals less than half have been granted. Most appeals relate to small variations in relation to set-backs, rear yards, etc.

The chief impressions created by these extracts are three:

1. That applications for variations are numerous.
2. That probably more are granted than can be justified under the law.
3. That Boards are suffering from a dangerous misconception as to the proper use of conditions.

When we are dealing with the provision that a variation must be such as not to injure a neighborhood, or in harmony with the general provisions of the law, conditions may well serve a legitimate and useful purpose. A garage erected with a set-back, or with no windows on one side, or a shop with limitations on noise-making machinery, may be much more in harmony with the surrounding neighborhood than if erected otherwise, but I believe Boards are in danger of forgetting that you cannot by imposition of conditions create an "unnecessary hardship" where none exists. The provisions of the law require both that there must be an un-

necessary hardship *and* (not *or*) that the suggested use must be in harmony with the purpose of the law. It may be that too many Boards are trying to be good fellows and have adopted the principle of granting variations provided it "will not hurt anybody," forgetting that extensive variations which will hurt a whole neighborhood will surely follow if the true principles of unnecessary hardships are not followed.

The principles which I have suggested should apply also to the words "practical difficulty". The difficulty contemplated would seem to be a physical difficulty, the existence of which may be susceptible of more definite proof than the fact of "unnecessary hardship". If special physical difficulty is found, relief may properly be granted.

The action of the Boston Board of Appeals last year in allowing a hotel on Arlington Street to be built to a height of 155 feet, may be referred to as an illustration of what has been said above. The special circumstances on which the Board of Appeals relied as creating unnecessary hardship were five.

The Board says in effect that

- (1) the lot is extremely valuable.
- (2) it is within half a block of the 155-foot district.
- (3) the neighborhood is rapidly changing to business purposes.
- (4) the proposed structure is peculiarly adapted to the location.
- (5) the value of the land is disproportionate to a building of any lesser height than 155 feet.

It is obvious that these five reasons would be equally applicable to a very large number of lots in the 100-foot district in which the lot in question is situated. If they are adequate to establish unnecessary hardship it follows that, as a mere matter of logic and justice, owners of a large number of lots in neighboring territory would have to be granted similar privileges, and that the limitation as to height contained in the zoning ordinance would be practically abrogated over a considerable area.

I believe that the Board of Appeals fell into the error of considering what was really a general hardship fixed by the zoning law on a very large extent of territory, to be a special hardship such as was meant by the legislature when it used the word "unnecessary". The effect of the decision might well have been generally detrimental to zoning in Boston. The legislature, however, shortly after the decision, amended the Boston zoning law to provide that no decision of the Board of Appeals permitting the erection or alteration of a building to an extreme height greater than that otherwise authorized under the provisions of the zoning act should be effective until and unless confirmed by a two-thirds vote of the Boston Board of Zoning Adjustment* (Acts of 1926, Chapter 350).

This statute minimizes the harm done in as much as the decision of the Board of Appeals is not a precedent binding on the Board of Zoning Adjustment.**

**Ed. Note:* For a statement of the functions of this Board see the Zoning Roundtable Symposium in CITY PLANNING for January 1927.

***Ed. Note:* The Board of Zoning Adjustment *has since denied* the recent petition to erect an apartment hotel 155 feet high at the foot of Beacon Hill on the Charles River Basin in a 65-foot district.

THE INTENT AND PURPOSE OF ZONING

By PHILIP NICHOLS, Boston

In 1924 the zoning law was amended by the adoption of a provision that a board of appeals might vary the application of any zoning ordinance or by-law

"in specific cases wherein its enforcement would involve practical difficulty or unnecessary hardship and wherein desirable relief may be granted without substantially derogating from the intent and purpose of such by-law or ordinance, but not otherwise."

It is to be noted that under this statute the application of a zoning ordinance or by-law cannot be varied merely because its enforcement would involve practical difficulty or even unnecessary hardship; it must also affirmatively appear that relief can be granted without substantially derogating from the intent and purpose of the ordinance or by-law. It is necessary, therefore, to determine what is the intent of a zoning ordinance or by-law.

The intent and purpose of the zoning law of Massachusetts, so far as they are stated in the statute itself, are set forth as follows:

"The provisions of this section shall be carried out in such manner as will best promote the health, safety, convenience and welfare of the inhabitants, will lessen the danger from fire, will tend to improve and beautify the city or town, will harmonize with its natural development, and will assist the carrying out of any scheme for municipal improvement put forth by any municipal planning board or board of survey or other like authority. Due regard shall be paid to the characteristics of the different parts of the city or town, and the ordinance or by-law established hereunder in any city or town shall be the same for zones, districts or streets having substantially the same character."

To determine the real intent and purpose of zoning compels one, however, to go back beyond the statute itself and to look into the forces which led to the enactment of the statute. Zoning is a branch of city planning. Within the last two decades the public has come to feel that the interests of all are better served if the growth of a city proceeds upon some well thought-out plan, protected by law, than if the city is allowed to develop haphazard. The city plan, so far as it relates to land in private ownership, is based upon the recognition and establishment of districts, each of which has some natural use, height, and area limitations, entirely apart from legislation, according to the best interests of the district both by itself and in its relation to the city as a whole. If all the landowners in the districts were farsighted and public spirited, as most of them are, these natural limitations would not have to be enforced by legislation. But there are always some selfish or short-sighted owners, and so zoning necessarily became a matter of legislation. I could point out two buildings in Boston which are the real fathers of zoning, for they forced upon the citizens the realization that only by legislation could the natural

limitations of the district be enforced and preserved. The law limiting the height of buildings in the residential district, which followed in 1904, is recognized as the first rudimentary zoning law.

The very intent and purpose of zoning legislation, therefore, is to prevent unseemly violations of the natural limitations on use, height, and area. The mere fact that the enforcement of a zoning ordinance injures somebody is not necessarily important; almost every legislative regulation of conduct injures somebody or restricts his liberty. But the public interest is superior to the interest of private parties, and when the enjoyment of an apparent private right can be had only by injuring the public, the public interest must prevail.

In one sense regulation by the public almost always prevents the most advantageous use by the individual of his faculties or his property, but, if the regulation is wise, the individual is better off to have all, including himself, restricted equally rather than to have all unrestricted. The individual is apt to compare his condition when restricted with what it would be if he were not restricted and all others were restricted. He may resent it when the traffic policeman compels him to stop at a crowded crossing, and feels that he would get to his destination more quickly if it were not for the interference of the policeman. But if he arrives at the crossing when the policeman is off duty, he finds the vehicles in almost inextricable confusion, and his passage much longer delayed than when the traffic officer is sending the vehicles along in orderly sequence. He thus realizes that by the surrender of his liberty he has gained, through a like surrender by others. If he finds that by sounding his horn impatiently he can induce the officer to give him precedence, in a short time the meekest and mildest of drivers will be sounding their horns with equal vigor and he will be back where he started.

Zoning is based upon the same principles. For years it had been the fundamental right of every landowner to erect the sort of building that pleased him, as long as it was not an actual menace to public health and safety. The public gradually came to realize that the net general effect of the exercise of this right was to make everyone's property less valuable. If one man's land was unrestricted and all other land was restricted, he might have an advantage, but he usually gains more by the restriction of others than he loses by the surrender of his own rights.

The intent and purpose of zoning is, therefore, that the regulations that will bring out the greatest value in a district as a whole be determined, and that these regulations be adhered to. Zoning is justified only by the mutual surrender of rights. It is not the intent and purpose of zoning that those who themselves have surrendered their rights in return for a like surrender by their neighbors should find the restriction upon their own property in full force and effect while the payment for their surrender, namely, a like restriction upon other property, is taken away from them.

When property is taken by eminent domain, the owners must be compensated in money. Thus when the height of buildings on Copley Square was restricted by law, the owners had to be compensated in money, because the regulation was not general, and the owners who could not erect tall buildings on Copley Square did not enjoy the benefits of a like restriction on the Back Bay generally. But when

a whole district is restricted the only compensation for each owner is the benefit from the restrictions on others. If, therefore, one owner is left restricted, and the restriction on another is removed, his compensation has been stolen from him.

My conclusion, therefore, is that the only policy consistent with the true intent and purpose of zoning is the establishment and enforcement of general regulations for the public good, applicable alike to all.

If a zoning regulation is unwise, it should be repealed, but if a general zoning regulation is in the public interest as a whole, no considerations of individual hardship, and no promised addition to the taxable property of the city, can justify the undemocratic practice of restricting some in the use of their property, and giving to others the privilege of violating the natural limitations of the district and thus placing them in a more advantageous position than if there were no restrictions at all.

WORK OF THE NEW BEDFORD BOARD OF APPEALS*

By WILLIAM RITCHIE, Chairman

I will attempt to state, as briefly as possible, the experience and practice of the New Bedford Board of Appeals.

New Bedford adopted a zoning ordinance to take effect January 16, 1926, and the Board of Appeals created under the building regulations of this city serves as the Board of Appeals under the zoning ordinance, in conformity with Section 27 of Chapter 40 of the General Laws as amended by the Acts of 1925, Chapter 116.

This board has been functioning about a year. During this time it has considered five appeals from the building regulations and eighty-one appeals for variances of the terms of the zoning ordinance. Of the latter class, thirty-three appeals have been granted unconditionally, ten granted with conditions, and thirty-eight refused.

There have been only five cases where the decision of the board has been seriously protested by the petitioners and these wholly on the ground that property rights have been violated by the terms of the zoning ordinance itself. This seems remarkable when we consider that our citizens have had only a year to become acquainted with the working of an ordinance that involves a principle entirely new to them. No protests have been received from any parties against variances which have been allowed, and no appeals from the decision of the board have been taken to the court.

New Bedford has adopted one policy which is rather unusual. There are no fees attached to the obtaining of a building permit, even though it may involve consideration by the board of appeals. The only cost to the petitioner is for a survey and plan of his lot and proposed structure which he secures through the employment of his own surveyor and which is really a necessary first step in locating a building on any lot. All permits are issued without cost to the petitioner, and in appeal cases the necessary locus plan, advertising, and notices are at the city's expense. The cost of this for a city of 130,000 inhabitants may amount to \$2500

*Abridged.

annually and is a service available to the entire public. To divide this into innumerable small charges to be paid by the petitioner for proceedings which finally may result in a denial of his petition, would create friction over a small matter which might react very injuriously on the standing of the zoning ordinance itself.

In interpreting our powers and proper course of action, we have been governed by a strict adherence to Section 27A, Chapter 133, of the Acts of 1924, which is exceptionally clear and concise.

The first declaration in this section is as follows: "A Board of Appeals . . . may vary the application of any by-law or ordinance adopted under section 25". The statute then proceeds to limit this power to conform to certain conditions. From this we are led to believe that the power of the board to make a variance in the application of the ordinance is unlimited except as specifically set forth in the statute.

The statute limits this power of variance to specific cases only. A decision of the Supreme Court of Massachusetts states that a board of appeals has no right to make any general changes. These can only be made by the body to which that particular power is given, which in our case is the City Council. As the decisions are thus confined to specific cases, we believe by inference a decision rendered in one case cannot be assumed to establish a precedent. The statute then further limits variances to those which the board deems to "involve practical difficulty or unnecessary hardship". The term "unnecessary" in this phrase seems to us to be of the utmost importance.

This term "unnecessary hardship" also appears to open the way for what might be called "bargaining", whereby the board may allow a variance differing somewhat from that petitioned for, but which will satisfy the petitioner and at the same time not create a condition which would be contrary to the intent of the zoning ordinance.

The power to grant a variance from a zoning ordinance does not exist at all unless, in accordance with the next clause of Section 27A, it can "be granted without substantially derogating from the intent and purpose of such by-law or ordinance."

The courts have left the determination of facts and the exercise of judgment on the merits of the cases to the boards of appeals appointed for the purpose of considering them, and have confined their inquiries, in the cases brought before them, to the correctness of the procedure of the boards or to constitutionality of the ordinance.

With this interpretation of the opening paragraph of Section 27A in mind, we acted upon three petitions for two-family houses in one-family districts. In the first case there were three lots in a block on one side of a street in a one-family district. On one corner of the block was a one-family house and on the other corner lot a non-conforming two-family house. The petitioner wished to erect a two-family house between these. The permit was refused as it would constitute a physical extension of the non-conforming use. In each of the other cases it was desired to erect a two-family house on the only vacant lot between existing two-family houses in one-family districts. These petitions were both granted as they did not extend the physical non-conforming area and did complete a harmonious

architectural unit. Thus, at one meeting we both granted and refused identical requests. We believe that we acted properly and exercised that judgment for which the boards are provided, and that these decisions brought about the best results for both the petitioner and the city and are wholly in accord with the intent of the zoning ordinance.

If a zoning ordinance is so written as to secure desirable conditions in the new districts of a city, it will certainly create hardships in the older sections which were laid out and built without restrictions. Such an ordinance will necessarily require variances to prevent some of the property in the older sections from becoming practically worthless.

A petitioner for a variance can always be relied upon to look after his own interests and to further his own plans, while the general public is usually apathetic, and the abutters to a proposed development often hesitate to antagonize a neighbor even though he may wish to use his property in a manner harmful to them. The board of appeals represents, first the general public, second the petitioner, and third the owners of adjoining property.

This is a serious and not over-pleasant duty for the boards. They must be guided by a strict sense of justice, and by intelligent judgment, and must exercise the strictest impartiality. In general, a petitioner should be allowed to use his property as he desires, provided such use does not interfere with his neighbors' full enjoyment of their property, and provided that such use does not violate the intent and purpose of the zoning ordinance. The power for granting a variance should only be used for the purpose of adapting developed property to conform as nearly as possible to the ordinance, and there seems no reason for applying it at all in new districts.

The Editors of CITY PLANNING are glad to announce that the next number of the Zoning Roundtable will be devoted to an account by Mr. Bassett of his zoning tour in the West, starting after the Washington Conference, going out through Texas, and returning through Utah.

CURRENT PROGRESS

Conducted by GEORGE B. FORD, Chairman
LAWRENCE VEILLER HAROLD S. BUTTENHEIM
CHARLES W. ELIOT 2nd

A SHORT ACCOUNT OF THE ORGANIZATION AND WORK OF THE RUHR REGIONAL PLANNING FEDERATION

1. The Ruhr Regional Planning Federation is a statutory body authorized to act either by controlling and coördinating, or by actually carrying out in every matter that will serve for the progress of regional planning in the Rhenish-Westphalian industrial district. It was established by the Prussian Act of May 5th, 1920. The area under the authority of the Federation is 3838 sqkm. (about 1482 square miles).

In this district there are 20 important towns and 10 rural district councils (Kreise), the latter containing 17 small towns and 259 smaller rural authorities. There are 296 local authorities.

The population is 3,900,000; in 1871 it was only 780,000.

There are 1,000 inhabitants to every square kilometre (2,560 to every square mile), while in the other parts of Prussia there are only 130 inhabitants to every square kilometre (332 to every square mile).

Nearly one-tenth of all the dwelling houses in Germany are situated in the Federation area; nine great towns (populations of 100,000 or more) are included.

2. The above mentioned 20 independent towns and 10 rural district councils are members of the Federation. The Federation is controlled by its General Assembly, its Executive and the Director. Half of the General Assembly consists of representatives of the towns and rural district councils and the other half are representatives of industry (employers and employed equally).

The Executive consists of 16 members of the General Assembly and the Director of the Federation.

The business of the Federation is conducted by the director and his three assistant-directors. The officials are local government and not state officials.

The Federation has the power to levy taxes, charges, and rates from its members for its expenses in just the same way as a Province does.

The State is represented by a special official, who is not a member of the Federation and who has the title of "Verbands-präsident." There is a special court of administration, called the council of the Verband.

3. The principal work of the Federation, which is fixed by law, is as follows: Making comprehensive plans for the whole of the district. Reservation and care of large open spaces.

Planning and construction of the main roads.

Planning of "traffic routes" for the future development of railways, tramways, light railways, etc.

Taking part in everything connected with the traffic and development of the district.

4. The main roads in the industrial district were built when there was no industry. The improvements made later on by some towns are only of local importance. For the motor traffic of to-day there must be built a net of good solid communication roads outside the narrow streets of the towns. For this purpose the existing roads will be made use of as far as possible and new roads will be laid down only when absolutely necessary.

These new roads are now being gradually built, at first generally a motor track 9 metres wide, on either side a footway of 1.5 m. Gradually the roads will be widened where it becomes necessary. The motor track of 9 m. will always remain in the center and on both sides there will be roads for local traffic and footways, etc., in all a minimum width of 26 m. Where a road has a double track tramway both tracks are placed on the same side of the motor way, 7.5 m. being allowed for them. In such a case the total width will be at least 31 m. Dwelling houses may be built on both sides, but generally with a front garden of 5 m. depth.

The main roads, new and old, are to be used for *all* kinds of traffic; the roadway of 9 m. already mentioned is reserved for motor traffic only.

It is not intended to build routes only for motor traffic and having no connection with the other roads; still less is it the intention to make roads only for lorries and heavy traffic or only for passenger motor traffic.

The system of main roads has a length of about 1300 km. (815 miles), 400 km. (250 miles) of which will be newly built. At present about 100 km. (60 miles) of new roads are being built.

5. On account of the increase in the population and the development of the industry (there are 220 mines in this district) it is necessary to reserve certain open spaces for the recreation of the inhabitants.

In all 37% of the area is laid out for open spaces. There is no doubt that it will not be possible to keep all these open spaces because they will be required for new shafts, for canals, railways, etc.

The necessity for such open spaces is realized when one considers that in the town of Hörde there is only 3.83 qm. (35 square feet) of open space for each person, whereas 100 qm. (1,000 sq. feet) is the right and necessary amount.

6. Only a minority of the open spaces, some of them woods, are in the hands of public bodies. The woods suffer very much from the smoke so that the upkeep is not a paying business. The Federation has its own nurseries for such trees as grow well in these districts such as American oak, acacia, limes, etc.

The Federation supplies young trees gratis to the private owners of open spaces.

7. The railway system in the Federation area is very large and intricate. In a straight line it would be about 1250 km. (=780 miles) long and the light railways would also be about the same length. Besides these there are 36 private companies with a tramway system of 1500 km. (=940 miles) long.

Notwithstanding this enormous system *new* lines are necessary because the development of the mines tends toward the north. As it is not possible to build these immediately, the routes must be kept free of buildings and other developments. The Federation has the right to reserve routes for future railways and to prevent such land being built on, just as it does with regard to the main roads.

For such routes there is a new word which we call "verkehrsband". The state railways and private bodies will benefit very much by this measure. The same method is applied to the widening of existing lines.

For the laying down of new tramway lines the permission of the Federation is necessary.

8. As the Federation lays down the main roads, the open spaces, and the traffic routes it is in this way preparing a regional plan of the district. It is only one step further to reserve the spaces for industrial purposes and dwelling houses. The Federation is therefore often asked to help its towns and rural districts in the development of their general plans. This assistance is given voluntarily by the Federation and does not come under the Act of 1920. The Federation has already made such regional plans not only for the individual towns or rural district councils but also large tracts of the district. These plans consist of routes, and use zones: the routes for main roads and other traffic; the use zones for open spaces, industrial purposes and dwelling houses, while some parts remain without importance at present for the town planner. This arrangement can only be possible when industry works hand in hand with the Federation and when it helps by showing what is thought necessary for the future economic development. Therefore such plans are now called by us "economic plans" (Wirtschaftspläne). They lay down the basis for the building plans which are later on carried out by the municipal authorities.

9. I have only mentioned a few items in connection with the Federation work and have not gone into details. The work of the Federation is often taken as an example by other districts in Germany and elsewhere. But it should be remembered that what is practicable for the Ruhr district may not be so for any other place. The existing conditions in this district are so extraordinary that it requires a quite different way of working than could be applied elsewhere. The large towns are so close together, the industrial part is so dense and the number of existing mines make it a very complicated problem. But I must say that the work done by the Federation has been and is of great benefit to the towns, the country, and the industrial development.

Written in English for CITY PLANNING by
DR. ING. PH. RAPPAPORT,
Assistant Director, Ruhr Regional Planning Federation,
Essen (Ruhr).

PROGRESS UNDER DIFFICULTIES

Work was begun on the Fort Lauderdale Plan in January, 1926, and in the latter part of June the City Plan and the Zoning Ordinance became actual law. This work was authorized and begun at a time when Florida optimism was great but was completed when the pendulum had begun to swing the other way and a period of depression was not only forecast, but had actually begun. In spite of this the Plan was passed by the vote of the people and the Zoning Ordinance adopted after many public hearings.

The Fort Lauderdale City Plan as well as the Zoning Plan and Ordinance were not published in pamphlet form partly for the reason that shortly after their passage the City suffered tremendously from the hurricane of last summer and partly because, as with most Florida towns, every possible expense has been curtailed. The City Plan and the Zoning Ordinance are, however, in full operation.

One of the great problems of this City Plan was to secure completion of the work within a minimum period of time and before the reaction had come. This situation was realized by the City Planner in the early stages of the work, perhaps more clearly than by the citizens of Fort Lauderdale themselves. At any rate, the Plan, while providing a comprehensive treatment, nevertheless was held within strictly conservative limits and this is one of the reasons for its eventual adoption.

It is difficult to imagine city planning being conducted under more confusing conditions than existed in Florida at that time; and then, too, there was a wide variance in the character of the classes of people forming the citizenry of Fort Lauderdale. Much has, however, been accomplished already as a result of the Plan and I also believe it will continue to be effective in great part during the future.

RICHARD SCHERMERHORN, JR.,
Consultant.

PLANNING REFUGEE SETTLEMENTS IN GREECE

We know that side of the Greek refugee problem which awakened our sympathy when one and a half million people of Greek origin and race were literally poured back into Greece from Turkish territory. Considering the mountainous nature of the country, the unsettled post war state of the 5,000,000 people amongst whom they came, and the entirely destitute nature of the refugees, we should be able to visualize the size of the reconstruction program which was presented to the Greek government. The League of Nations was appealed to in 1923 with the result that a loan of £10,000,000 was raised, and a commission was appointed to carry out the land settlement.

After three years of effort the Refugee Settlement Commission coöperating with the Greek Government accomplished the astonishing results which are recorded in the report of the commission. Most of the settlement work has been of a rural character, and hundreds of villages have been built by the Commission. However some refugee sections have been added to urban centers and in such cases a higher standard of housing invariably prevails. Some idea of the scale on which their operations were conducted may be seen from the map reprinted in *Garden Cities and Town Planning* for March 1927. The objective of both parties, the Commission and the State, to settle and house the refugees and render them self-supporting in their new communities has been accomplished.

Of the refugees themselves it is stated: "They are hard-working, methodical, honest and perfectly straightforward in the matter of repayments. . . . They have cleared waste land and rendered rocky, arid stretches fertile. The amount of arable land has been trebled in Greece during the last four years."

G. J. C.

ADVANTAGES OF CITY PLANNING TO SCHENECTADY, N. Y.*

The Schenectady Planning Commission was organized in 1923 under the provisions of the General Municipal Law and was given all of the powers enumerated in that statute. For many reasons, change to a planning board under the new General City Law has not been suggested.

One provision in the General Municipal Law requiring the Commission's approval of sewer plans has proved of the greatest possible value to Schenectady. When the Commission was organized there was no sewer plan. The drainage problems with hills, swamps, and ravines in the city and with no coördination between subdivisions and no regard to sewer problems made a difficult situation. We now have excellent topographic maps of the outlying sections inside and outside the city line, and through the efforts of the Commission the City Engineer's office is now completing its first comprehensive sewer plan. This sewer plan covers a large outlying section partly developed and partly not yet subdivided. The park, parkway, and major highway system and minor streets have now been plotted in detail for the entire outlying section and are being coördinated with the best possible sewer system which can be designed for the area and with proper regard for topography.

Through the coöperation of the City Engineer who has control over subdivisions within three miles of the city limits, and coöperation of land subdividers, subdivisions are being made to conform to the general plan, but the letting of a sewer contract for the construction of a complete sewer system to properly care for an area of two or three square miles makes important the correction of many mistakes made in subdivision plans before the Commission was created, as well as proper location of new highways in land not yet subdivided. This is where the provisions about an official map (in the new Law) become of the greatest importance to us.

The Common Council of Schenectady under authority of the new provision of the General City Law has unanimously adopted an official city map of an outlying drainage area comprising over three square miles. The complete main highway system, and park and parkway systems as recommended by the Planning Commission, are shown in detail on this map. The map also corrects a number of serious mistakes in the street system due to lack of coördination of subdivisions before subdivisions came under the control of the Planning Commission.

Under the provisions of the General City Law no building may be erected within any street, park, or parkway shown on this official map, except under permit from the Board of Zoning Appeals, the integrity of the plan being thus protected in all future development. Through the hearty coöperation of subdividers, who realize the great advantage of coördinating their subdivisions with others on the basis of a comprehensive plan, and with the control of subdivisions inside the city and within three miles outside the city vested in the Planning Commission and the City Engineer, there should be no difficulty in having all new subdivisions conform

*Arranged from a letter addressed by Mr. Moot to Mr. Bassett of New York.

strictly to the official map. A number of old subdivisions in this area were so badly planned that it has been impossible to develop them. The replanning of these subdivisions has also been shown on the official map and should result in saving an enormous amount of property values which were threatened with destruction by the original subdivision plans.

The most important feature at the moment however is in the saving of several hundred thousand dollars in the cost of sewer construction within the area. The City Engineer is now enabled to put his main sewers where they belong, regardless of the bad blunders made in laying out many old subdivisions. The relocation of one short street to conform to the topography and the major street plan, no building having been built on the street since the subdivision plan was filed over ten years ago, will save approximately a thousand feet of 48-inch sewer. The new provision in the General City Law, for the first time, gives us adequate and simple means of coördinating civic activities in the design, construction, and regulation of new unbuilt areas. With such an official map the proper zoning of the new areas is a very simple matter. Schenectady is very fortunate in having such a statute to aid in putting its comprehensive plans into effect.

RICHMOND D. MOOT,

Chairman, City Planning Commission, Schenectady, N. Y.

PHILADELPHIA CONFERENCE ON CITY GOVERNMENT

A three-day Conference on City Government was held recently in Philadelphia. This conference included discussion, by various speakers from all over the country, of the important phases of municipal development and administration. The opening session was devoted to Regional Planning, which the Committee arranging for the Conference felt offered the most important background for the consideration of the other phases of municipal problems. The session was held at dinner at the Bellevue Stratford. The speakers were: Thomas Adams, Director of the Regional Plan of New York and Its Environs, "Looking Ahead in New York and Philadelphia"; Solomon Swaab, Consulting Engineer of the City of Philadelphia, "A Metropolitan Remedy for Traffic Congestion"; and Colonel Samuel Price Wetherill, Jr., President of the Regional Planning Federation of the Philadelphia Tri-State District, "The Philadelphia Region".

The second session of the Conference was devoted to City Planning and Zoning. The speakers at this session were: Milton B. Medary, Jr., President, American Institute of Architects, "Economical Government and Lower Living Costs Through City Planning"; Lawson Purdy, Former President, Board of Taxes and Assessments, New York City, "City Planning and Zoning—Essential Factors in Commercial and Industrial Expansion"; and a general discussion by Charles W. Leavitt, City Planner, George B. Ford, Former President, American City Planning Institute, and Andrew Wright Crawford, Secretary, City Parks Association.

HOWARD STRONG,

Director, Regional Planning Federation.

INSTITUTE NEWS

Conducted by FLAVEL SHURTLEFF, Secretary

COMMENT ON THE WASHINGTON CONFERENCE

THE Washington meeting of the National Conference on City Planning furnished convincing evidence that the Conference is the national federation of planning and zoning agencies and the national clearing house for planning and zoning information. Most of the active planning commissions in the larger cities of the country were represented. There were thoughtful contributions both in papers and discussions* on some very timely subjects in the planning and zoning field, particularly regarding the effect of city planning on land values and the economics of high buildings (see page 206 of this issue). The new feature of the Conference was the formation of roundtables on the function of the plan commission and college instruction in city planning. The zoning roundtable continued to prove its great popularity and value.

The Presidential address by Mr. Nolen covered in a most illuminating way the progress of twenty years of city planning, with reference to striking statistics, all of which will appear in the full printing of this valuable paper in the Conference Proceedings. The evening devoted to the Planning of the National Capital was full of interest and inspiration. The main outlines of present planning work, with many illustrations, are presented to readers of CITY PLANNING by Mr. Eliot on another page of this issue. Planning for a National Capital to be proud of was emphasized in the letter from President Coolidge to Mr. Nolen read at the opening session of the Conference and printed on page 193 of this issue.** The President of the United States also showed his interest in the meetings by later receiving the Conference on the White House lawn and taking part in the group photograph.

The luncheon meetings were unusually significant, Dr. Albert Shaw presiding at the first, Mr. Delano at the second, with Mr. McAneny of New York a stirring speaker, and Mr. Corbett at the third devoted to "Architectural Control", featuring Mr. Cheney on California work and Mr. Peaslee on the Architects' Advisory Council of Washington, D. C.

The boat trip on the Potomac through the courtesy of Admiral Eberle was particularly enjoyed, for it offered not only delightful views of Mount Vernon and Fort Washington but also an opportunity for individual chats and sociability.

An added event of the Conference, on the last evening preceding the Baltimore-Philadelphia trip, was the illustrated lecture by Henry Burchell, Secretary of the Italy America Society, on the Rebirth of Imperial Rome, describing the re-planning of Rome under the supervision of Premier Mussolini. The excellent arrangements made for the entertainment of the Conference by the American Civic Association and the courtesies of the National Capital Park and Planning Commission secured the carrying out of the large and varied program with signal success.

*See program in CITY PLANNING for April 1927. There were some few changes necessary.

**Text taken from *Washington Post*.

INSTITUTE AND CONFERENCE OFFICERS FOR 1927-1928

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Vice President: Robert Whitten, New York

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 Frank B. Williams, 55 West 44th St., New York, N. Y.

Term expiring 1930:

Edward M. Bassett, 233 Broadway, New York, N. Y.
John M. Glenn, 130 East 22nd Street, New York, N. Y.
Herbert V. Jones, 715 Continental Bldg., Kansas City, Mo.
John Nolen, Harvard Square, Cambridge, Mass.
Fred E. Reed, Syndicate Bldg., Oakland, Calif.
B. H. Saunders, 384 Van Houten St., Paterson, N. J.
Samuel P. Wetherill, Jr., 701 Morris Bldg., Philadelphia, Pa.

THE ANNUAL MEETING OF THE A. C. P. I.

The sessions of the American City Planning Institute held just before the annual meeting of the National Conference on City Planning and during the conference were notable chiefly because of the adoption of a committee report on subdivision control and an amendment to the Constitution of the Institute in regard to membership qualifications.

Because of its general interest, the subdivision report was presented to the Conference and was adopted unanimously. The conclusions of the report follow:

SUBDIVISION RECOMMENDATIONS

- First: That State Planning Enabling Acts should be enacted, delegating to cities and other political subdivisions the authority to prepare general plans and to approve subdivision.
- Second: That under the authority of such an Enabling Act a master plan should be prepared for the area of control, showing the location of main thoroughfares, recommendations for open spaces and designating land areas for specific uses.
- Third: That the control of the platting of subdivisions should be authorized under the Act and this control exercised by the local planning commission.
- Fourth: That the planning commission should be an appointive, non-political board, serving without compensation, and the members should hold no other municipal office, excepting that certain legislative or administrative officials should be ex-officio members of the commission.
- Fifth: That the master plan and the control exercised should extend out beyond the municipal limits into the non-municipal territory which will sooner or later be developed as a portion of the city. This control to be developed in accordance with a Regional Plan in cooperation with the adjoining territorial governments.
- Sixth: That the planning commission be authorized to adopt regulations providing for the location, continuity and width of streets, to safeguard travel, prevent congestion and provide proper drainage. Such regulations to include, where and when practicable, the minimum size and area of building lots, and the extent to which street improvements, such as water and sewer provisions, should be made before approval of plats. In some states bonds are required from the land owner, guaranteeing the installation of these improvements. This seems to be practicable.
- Seventh: The general requirements for principal public parks and recreational spaces and sites of public buildings should be included as a part of the master plan. Where a land owner has submitted a plat of his land and the authorities have designated in it such a principal public park, recreational space or public building site as part of the master plan, the municipality should take prompt steps to acquire such land, or failing so to do, should act upon the plat, so that the owner can make use of his property. The subdividers should be encouraged to provide small private recreational parks.

MEMBERSHIP

The qualifications for membership in the Institute as provided in the amendment to the Constitution are as follows:

*Article III***MEMBERS**

The qualifications for members shall be as prescribed by the Board of Governors in By-Laws to be adopted by them, provided that there shall be the following classes of members:

Members shall be

Persons engaged in the practice of city planning

- (a) who have had training in city planning design and have had at least three years of experience in responsible charge of city planning work, or
- (b) who have attained special eminence in some phase of city planning.

Legal Members shall be lawyers who have had experience in the preparation or application of city planning law.

Associates shall be persons who have had special interest or knowledge of city planning in some one or more of its branches for a period of at least two years.

Honorary Members shall be distinguished persons who have a special interest in city planning.

Provided that all members of the American City Planning Institute as of May 11, 1927 shall be members in classes of their own choice.

Members and **Legal Members** shall have full voting privileges.

Brief Extract from Paper at National Conference on City Planning

SUPERHIGHWAYS AND REGIONAL PLANNING

By COLONEL SIDNEY D. WALDON

Chairman, Detroit Rapid Transit Commission

America is a comparatively young country. It is growing at a rapid rate. It has already passed through its first phase of development during which the majority of its people were engaged in agriculture, and into a new era in which industry and business predominate. Both industry and business require and produce concentrations. They are the foundation of great cities. The bulk of the present steady increase in population in this country is due to industrial and business activity and is manifest in the rapidly mounting census figures of our large centers. Consequently the need of regional planning is greatest in large and growing cities.

We had a total population of 105 millions in 1920. It is reasonable to expect that during the lifetime of many of the children of to-day, the number of people in this country will be 210 millions, or twice what it was at the last decennial census. The great bulk of this increase will attach itself to our cities large and small. While the population of the country as a whole is doubling, it is reasonable to expect that some of our more active centers of population will treble and perhaps quadruple. There will inevitably be much larger areas covered with industrial, business, and residential structures. New industries and new home owners seeking the outlying cheaper lands tend to spread the population. The grouping together of facilities for business, shopping, recreation and amusement tend to concentrate it. These opposing tendencies mean that in cities with greater aggregate population and resultant greater area, will come greater average travel distance. All of the people must either spend increasing time travelling the increasing distances, or else the facilities for transportation must be constantly improved to neutralize the handicap of greater average travel distance.

This new mobility of the people has shown conclusively that no section can consider its transportation situation and problems as wholly belonging to itself and capable of proper solution without regard for or relation to those of its neighbors. This new mobility overruns all political boundaries and makes the transportation problem a regional one. The formerly isolated village or town is now burdened with the traffic of the neighboring great city and shares with that city the responsibility for providing adequate travel ways. Properly coördinated regional planning must take precedence over and guide the development of included villages, towns and cities if all are to obtain the greatest benefit.

From a regional planning standpoint transportation may be considered as either individual or collective. Individual means the privately owned automobile, while collective represents the motor bus, street car and rapid transit train. Transportation, in proportion to its relative speed and capacity, builds up the territory that it serves. Other things being equal the territory that has the most improved facilities for fast mass transportation will develop most rapidly. It becomes a favored location. The purpose of regional planning is to give equal service to all sections and not to favor one at the expense of others.

BOOK REVIEWS & BOOK LISTS

Conducted by THEODORA KIMBALL HUBBARD

NEW TOWNS FOR OLD; achievements in civic improvement in some American small towns and neighborhoods. By John Nolen. Introduction by Albert Shaw. Boston, Marshall Jones Company, 1927. 177 pages. Illus., plates, plans. 8½ x 5½ inches. Price \$3.00.

The attractive little volume before the reviewer does not pretend to be "a treatise or outline or summary of town planning". The author states his primary purpose in this new book as "to describe a few representative examples of civic improvement actually carried out",—for the purpose of showing results and methods by concrete illustrations. Therefore far more than a similar former book by the same author,—*"Replanning Small Cities"*, 1912,—it is of practical value to students and practitioners of city planning. Indeed it is indicative of the general progress in actual results accomplished in the fifteen years between the two books.

As a sharing of the varied experience of the author, in his sincere and earnest efforts all over the country to spread the gospel of city planning and to secure for many communities the benefits of orderly development, the book has especial interest to others engaged in the same work. The pleasant and laudatory references to Mr. Nolen by Mr. Shaw in the introduction bless the ensuing text in advance; and this very penetrating introduction, moreover, places the movement for new small communities and the revival of older neglected ones in its proper relation to the earlier centralizing forces of nineteenth century industrial civilization.

The examples of community development principally described in the volume comprise: Walpole and Cohasset, Mass., for older towns reshaped; Kingsport, Tenn., as "an industrial city built to order"; Union Park Gardens, Del., and Kistler, Pa., for low-cost housing projects; Myers Park, N. C., as a high-class residential development; and Mariemont, Ohio, as a true garden suburb.

There are numerous appropriate illustrations of these and other Nolen office projects, such as Venice, Fla., and several pictures and plans assembled from various sources. It would be very useful if some other practitioners with the gift of writing could present to the world, equally well illustrated, so valuable a record of their work for general comparison and study.

The text is couched in general terms as well as accompanied by useful detailed facts; and there is a thoughtfully stated opening which sets the reader along the right way, and a similar conclusion which sums up for him the advantages of the conscious location of new towns and their completely studied development. The reviewer is heartily in sympathy with this major thesis of the book, which should meet with approval abroad as well as at home.

The bibliography which ends the volume is not up to the standard of the text, and is indeed very disappointing, because while claiming to give "the most useful

and available books and articles", it includes under this heading several practically worthless or out-of-date references,—which if included should have been separated in some way from the books and articles really valuable for reference. The compiler of the bibliography moreover has been very careless as to editions, for instance, referring only to the old out-of-print editions of Hurd and Lewis, giving nothing of Mr. Bassett's on zoning subsequent to 1924, and making hash of references to the Department of Commerce zoning and city planning publications. Evidently the compiler of the bibliography was a warm admirer of the author of "New Towns for Old" since under the general heading referred to at the beginning of this paragraph 25 references are to Mr. Nolen's own works as against something like only 110 from all other authors! And this, too, when no reference at all has been included to such recent valuable papers as those by Robert Whitten.

A great many readers never look at a bibliography or at least at any explanatory captions, so let us hope that this bibliography will be as largely overlooked or as casually referred to as we hope the body of the book itself will be carefully read and seriously taken to heart.

READINGS IN URBAN SOCIOLOGY, edited by Scott E. W. Bedford. New York, D. Appleton and Company, 1927. xxxiv, 903 pages. Charts. 9 x 6 inches. Price \$5.00.

Seldom does the practiced reviewer meet a foeman more worthy of his steel than this almost monumental textbook for intermediate college students, edited by a former professor of sociology in the University of Chicago. An enormous number of carefully selected and appropriate excerpts have been welded into a logical outline of the social problems involved in great cities,—for the texts are intended by the author primarily to apply to the sixty-eight cities in the country of over a hundred thousand population. The main headings of this classified outline (as revealed in the table of contents, with list of authors excerpted from) show that the book really undertakes to cover this field in an exceptionally comprehensive way, more comprehensively in fact than any previous work known to the reviewer: Historical Sketch—Location and Growth of Cities—City Planning—Streets and Transportation—Civic Esthetics and Architecture—Public Health and Safety—Housing—The Community and the Neighborhood, including recreation, education, and religion—Social Adjustment.

To set all these subjects before the undergraduate's mind, in their relation to his future life as an individual and as a member of a great city organism, is to have rendered a real service to the cause of good citizenship; and the editor is to be congratulated on the breadth of view which has enabled him to encompass this. But for the discriminating in each of the many specialized fields fused into this book, there must be perforce many causes of discontent which are not merely matters of taste in the choice of excerpts.

In the first place, while in its *up-to-dateness* the book competes with any "Ask Me Another" or "Do You Know This One" parlor book of the present craze,—because of the numerous question lists for the student appended to each chapter,—

on the other hand in its very extensive bibliographies, and often in the selections themselves, the book is woefully *out of date*, more out of date than mere passage through press could possibly warrant. The casual eye can perhaps in the appended lists find a score of references subsequent to 1923 out of what must amount to two thousand bibliographical entries; and this score appears to be quite at random. The editor's statement in the preface that some excerpts are offered "to show what was considered true a decade or two ago", that "some excerpts are offered, not because they present views held as true at present, but to provoke discussion", does not excuse the editor from his responsibility to the public, since in leaving it to the "skillful teacher" to reveal these distinctions, he has with only this inconspicuous preface warning made no indication in the book itself. There, indeed, lies a very real danger in the book's wider use outside the class-room. In the sections on zoning and regional planning, for instance, to have nothing later than 1923 in a newly published book is very misleading,—no selection from the widely recognized Department of Commerce Zoning Primer, no reference to the great results of regional planning studies in the last five years. And this out-of-dateness is the more misleading since the few references to publications of 1924, 1925, and 1926 are entirely sporadic, as witness the omission—as against the inclusion of the English *Town Planning Review*—of our own American CITY PLANNING, to which the publishers have indeed sent the book for review!

In the field of city planning there is no selection to represent one of its most important aspects in urban sociology: the official impetus of the municipal government to the inception and guidance of plan making. There is apparently not even a vague glimmer in the mind of the editor as to the social and esthetic values of the landscape park,—or other contributions of the landscape architect to urban community life,—such quotations as there are to "landscape gardening" and parks (as distinguished from playgrounds) being culled from Hegemann and Peets, Burnap, or some other architecturally-minded book. No effort to present a picture of transportation a decade ago would justify the scantiness of more modern references; no leaving to the skillful teacher would justify the starring of Koester, leaving Unwin's great book on town planning unstarred in the same bibliographical section.

From the publisher's announcement we take it that the editor has been assembling his selections and references for fifteen years, and many of them are still worthy and valid and the best he could possibly give us; but not to have superseded early poorer references with the newer, more fundamentally grounded references, born from our very progress in conscious studies of urban sociology, is to have missed an opportunity which we hope can still be grasped in the subsequent editions which the scope of the book will undoubtedly and deservedly call forth.

T. K. H.

PLANNING THE NEW YORK REGION; an outline of the organization, scope and progress of the Regional Plan, by Thomas Adams. New York, Regional Plan of New York and Its Environs, 1927. 129 pages. Plates, maps, plans. Price 75 cents.

In addition to the history of the Regional Plan, a summary of studies made up to September, 1926, and a report on the meetings of May, 1926, in which representatives of the entire region participated, this report gives a broad and fundamental conception of the vast problems involved in planning, in regional terms, for so vast an area as the 5,500 square miles of New York and Its Environs. Mr. Adams has put into the main body of the report a convincing argument for the thorough studies which, following out the ideals of the late Charles D. Norton, have based all plans on sound social and economic premises,—on the values in human life and happiness to be secured by orderly, coördinated, farseeing regional development.

The reviewer has high praise for the penetration and grasp of the whole situation which Mr. Adams's own statements in the report reveal, and for the organization of the whole which is bringing to pass the fruit of all the preliminary studies,—here digested in convenient fashion,—which in the form of a great plan with accompanying report is expected to be ripe for public use early in 1928. When this is ready, added to the large present success in securing coöperation of local authorities and the passage of sound legislation as a basis for planning, the Chairman and Committee of the Russell Sage Foundation can well feel that their noble project has justified their hopes.

T. K. H.

A RESEARCH INTO THE ECONOMICS OF LAND SUBDIVISION, with particular reference to a complete neighborhood unit for low or medium cost housing, by Robert Whitten. Prepared under the joint auspices of the School of Citizenship and Public Affairs of Syracuse University and the Regional Plan of New York and Its Environs, 1927. 72 pages. Plans (some of them folded) and perspective. 8 x 5½ inches. Price 75 cents.

A penetrating contribution to the subject, giving convincing conclusions drawn from a study of typical examples, and showing how more families (of from \$1800 to \$2500 income) can be housed, mainly in single family detached houses, under Mr. Whitten's proposed "Neighborhood Plan" including provision for parks and playgrounds, than can be similarly housed at greater cost in less desirable conditions with no provision for parks and playgrounds under the ordinary standard block, lot, and street plan in the Borough of Queens, New York, taken for comparative purposes. A detailed review of this important study will be prepared for an early issue of CITY PLANNING by H. V. H.

THE MUNICIPAL INDEX, 1927. Fourth annual edition. Published by American City Magazine Corporation, New York. 711 pages. Illus., maps. 10 x 7 $\frac{1}{4}$ inches. Price \$4.00.

The same high standard set in 1926 (see review in *CITY PLANNING* for July 1926) has been maintained in this new yearbook, which covers practically every department of municipal administration. In addition the bibliographies in our own field have been more carefully edited and are therefore more generally useful. The very large amount of advertising of products and services useful to cities points to the wide circulation of the *Municipal Index*, and enables its publishers to give more reference information than would otherwise be financially possible.

Of special interest to us, of course, is the tabulation of facts on parks, playgrounds, and public recreation facilities, compiled from replies to a questionnaire sent to the park superintendents of every municipality in the United States of 5,000 population or over.

The editors of the *Municipal Index* would confer a great favor on its users if they could invent a system of running headings to continue through the advertisements which interlard the regular text, even although these are conveniently related to the appropriate topics. As it is, those who turn over the pages may easily lose their way, a misfortune which almost befell the reviewer in her rambles through the many hundred items making up the volume.

T. K. H.

TO THE CITIZENS OF SAINT JOHN'S (NEWFOUNDLAND). Is all well? (Preliminary report by A. G. Dalzell, 1926.) 22 pages. Illus., plans, charts.

A city's health is reflected in the mortality rates; and when these are exceptionally high, as is true of St. John's, it is generally safe to assume that a housing survey will reveal some of the more serious causes of the high rate.

The report describes the housing which has developed without the restrictions of a building code as unsafe and unsanitary and degrading. This housing is assumed to be the cause of the high general death rate of St. John's. The infantile mortality rate of 103.92 is compared with that of New York City which was but 64 for the same year—1925.

Plans illustrate the three kinds of housing which are assumed to be typical of a portion of the city. There is the central area of the city in which the cheap frame construction has remained unchanged for forty-five years. The suburban area falls into two classifications: that which is solidly built up and which is no improvement over the older sections, and that which is scattered on the outskirts without sewers or water-supply.

Mr. Dalzell urges the appointment of a Town Planning Commission, and outlines and explains its duties as the first step in the city's acceptance of its new responsibilities.

G. J. C.

HOUSING IN CANADA. I. Housing in Relation to Land Development.

Monograph by A. G. Dalzell. Submitted by Committee on Research to The Social Service Council of Canada. January 1927. 40 pages.

This is a very complete history of the uses and abuses of land which has been sold and built upon without regulation and without relation to a justifiable use. The evil results of haphazard growth are more apparent in Canada than elsewhere but the public has not heretofore had the opportunity of seeing the whole situation in clear perspective.*

Land speculation is undoubtedly the cause of much of the poor housing. Where inferior housing is spread thinly over a large suburban area without sewers or water, the slum conditions are almost as bad as in the built-up portions of the city where overcrowding occurs. Mr. Dalzell attributes the poor housing to the pyramiding of land values to the point where the lowest-priced lots are so high that only the meanest type of dwelling can be afforded by the lower scale of wage earners.

One of the most difficult problems which must be solved in Canada is the provision of proper sewerage and water systems for the scattered developments on the outskirts of cities. Up to date it has been impossible for many cities to meet the demand for even the essential street improvements, due to the exhaustion of their borrowing capacity on inflated assessed valuations.

Mr. Dalzell challenges intelligent Canadian citizens to adopt the more far-sighted principle of subdividing land for use and not for sale. G. J. C.

*See the article by Mr. Dalzell in CITY PLANNING for January 1927.

LEGAL ASPECTS OF ZONING, by Newman F. Baker. See review on page 223.

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Country Club Plaza, Kansas City, Mo. The J. C. Nichols Co., 1926.

Shaker Village, Cleveland, Ohio. The Van Sweringen Co., 1927.

Palos Verdes Estates, Los Angeles, Calif. 1926. (Also see the fully illustrated article by F. L. Olmsted in *LANDSCAPE ARCHITECTURE* for July 1927.)

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Courtesy of Stephen Child

Model made by Spring Valley Water Company

Relief Map of San Francisco Bay Region

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VOL. 3

October, 1927

No. 4

LAND VALUES AND SOCIAL VALUES

By LAWSON PURDY

ALL the plans of city planners are intended to make life more worth living. If their plans are not adopted, they accomplish nothing toward their end except in so far as they may the better educate themselves so that they may make better plans and secure their adoption. Broadly, city planners are endeavoring to regulate the use of land and almost always they must gain the approval of land owners, for land owners have political influence far out of proportion to their numbers. A city planner may make a plan, as a landscape architect, for the improvement of a strictly private estate. His plan must appeal to the owner as being designed to add to the beauty of that estate and the satisfaction the owner will derive from it. If the same planner makes a plan for the improvement of a region, with all that that implies, he must satisfy those who have the power to put the plan into effect that it will add to the convenience and satisfactions of the people who control the region. Generally, the plan must be approved by those who represent the owners of the region.

What appeals to the owners is the prospect of an increase in value. They may be deaf to every appeal that is made for the benefit of people generally; they may be uninterested in making life pleasanter for others; they may be unmoved if told that the city will be more beautiful; but they will be impressed if an argument is presented, that appeals to them as sound, to the effect that these plans, if carried out, will increase the value of land.

Most city planners do not care whether the value of land is increased or not; they care a great deal about what they call social values. They may even deplore the fact that land will so increase in value in certain places that poor people cannot afford to live there. They cannot help it. They must take the facts as they are. If by their study and skill and energy they can add to the sum of social values, they are bound to increase land values. When they argue with the land owners, they must put the land values first, although they are second in the order of time.

WHAT LAND VALUE IS

Land value is a social value and relatively measures social values. For the purpose of this article the word "land" is not to be taken as sometimes defined in law as including buildings and other improvements added to it by the labor of man, but only as nature made it with the water, if any, over it and minerals on it or beneath the surface. In this country we commonly speak of land value as a capital sum for which the land may sell, but that capital sum depends upon the potential rent which the land may yield.

To consider land value intelligently, one must understand the law of rent which John Stuart Mill called the *pons asinorum* of political economy: "It is at once evident that rent is the effect of a monopoly; though the monopoly is a natural one, which may be regulated, which may even be held as a trust for the community generally, but which cannot be prevented from existing. . . . A thing which is limited in quantity, even though its possessors do not act in concert, is still a monopolized article The rent, therefore, which any land will yield, is the excess of its produce beyond what would be returned to the same capital if employed on the worst land in cultivation."

While in this definition Mill uses the example of agricultural land, the law is applicable to all land. There have been some objectors but Mill says their objections are based upon misunderstanding. Thus, it is obvious that there is fertile land the fertility of which is due to labor expended in the past, but that fertility is now merged in the land and

in practice can no longer be distinguished. So, also, there is building land once covered with water which has been reclaimed; or once covered with rock from which the rock was long since cleared away. At the time of reclamation it was evident that the land value was supplemented by an improvement value, but in the course of time the improvement value is merged and forgotten. In any event, such cases are no more than occasional incidents which affect the general law no more than ocean billows affect the sea level as the universal base of measurement.

Some modern economists try to apply a general economic law to the case of the rent of the corner grocer and when they cannot so apply it they say the law is of no use because not applicable to particular cases. Economic laws are expressions of tendencies which are affected by an indefinite variety of conflicting personalities; nevertheless economic laws express tendencies which it behooves us to understand.

WHAT SOCIAL VALUES ARE

Social values are the sum of all those things contributed by man which add to his power to produce wealth and increase the satisfactions of life. So long as population grows, or even moves, we will have new streets, we will erect public buildings, and in some fashion we will regulate the use of some private land. This means that someone has made some plan. It may be shortsighted; it may be made little by little, by chance; it may be very bad; it may make conditions of life worse; or the plan may be wise and farseeing. If the plans are good their goodness will be in proportion to the sum of wealth and all human satisfactions they yield. In like proportion will be the value added to land.

To illustrate how land value depends upon productive power of the people, I have selected certain states, counties, and cities, some of which are ordinary and some freakish, but they all tend to show that land value is high where natural advantages of climate and topography are utilized intelligently by people who are both well trained and industrious.

It is sometimes said by those who have not thought carefully about the matter that the value of land is in proportion to the number of people. So it would be if all other things remained the same, including the people; but they do not remain the same.

AN EXAMPLE OF THREE STATES

The three states selected are New Jersey, Mississippi, and Nevada. The Census does not give land values separately but gives a total sum as the assessed value of real estate and the percentage at which real estate is supposed to be assessed. In each case I have increased the assessed value to full value in accordance with this percentage. In the very excellent Report of the State Tax Commission of New York there is an estimate of the value of land and the value of improvements given separately for urban communities and rural communities. In urban places the value of land is 50% of the total real estate value; in rural communities the value of land is 55%. It is quite safe to estimate that the land value in New Jersey and Nevada exceeds 50% of the total real estate value.

New Jersey is a good farming community, has large and important factories, has prosperous commuting communities, and possesses great natural advantages as a seaside resort. The State of Mississippi has about 60% of the population of New Jersey, is chiefly agricultural, has a high degree of illiteracy, and the climate is somewhat enervating. Nevada is a huge state, mostly mountains, but with great riches of mineral deposits and a very small population.

The full value of real estate in New Jersey appears to be about \$1,740 per capita; for Mississippi, \$430 per capita; and for Nevada, \$3,560 per capita.

The Financial Statistics of States, as reported by the Census, give us some facts that show how much money the states spend and what they spend it for. The average per capita expenditures of all the states for all general departments of government is \$9.19. New Jersey spends \$11.46; Mississippi, \$5.78; Nevada, \$28.75. It would take much more analysis to determine whether or not these three states

spend relatively much or little as compared with the amount spent for local government. In some states, state expenditures are large in proportion to local expenditures and in some states small, but for what they may be worth here are the comparisons of these states in total expenditures and in expenditures on certain departments that afford some measure of the social advantages in each.

The average per capita expenditure of all states for highways is \$1.28. New Jersey spends \$1.59; Mississippi, 61¢; Nevada, \$6.95.

For schools the average expenditure for all states is \$3.51 per capita. New Jersey spends \$5.03; Mississippi, \$2.75; Nevada, \$10.13.

For libraries the average expenditure is 2¢. New Jersey spends 2¢; Mississippi, 1¢; Nevada, 12¢. Even at that, the appropriation of Nevada for libraries will not pay a great many librarians nor buy many books, for the total is \$9,319. Still it has only 77,000 people against Mississippi's 1,800,000 and Mississippi spends only \$19,836.

These three states illustrate about what we would expect, New Jersey having about four times the land value per capita of Mississippi, and Nevada, because of its minerals, twice New Jersey's.

AN EXAMPLE OF THREE COUNTIES

I have selected three counties in the State of New York, first, because I know them, and second, because the Report of the State Tax Commission is reliable and full. The three counties are St. Lawrence, with a population of 92,000 people, in the northern part of the State, with a long frontage on the St. Lawrence River; Steuben County, one of the southern tier of counties, chiefly farming, with a population of 82,000; and Westchester County, with a population of 425,000, several important cities, and being the residence of a large number of well-to-do New Yorkers, many of whom commute and do business in the City of New York. Westchester County has great natural beauty, a long frontage on the Hudson River on the west and on the Sound on the east.

The full value of real estate is for St. Lawrence County, \$99,000,000, or a little more than \$1,000 per capita; of Steuben County, \$87,000,000, a little more than \$1,000 per capita; of Westchester

County, \$1,296,000,000, being a little more than \$3,000 per capita. It is hard to think in percentages, but it is easy to make comparisons of these three counties because St. Lawrence has a little more than one-fifth of the population of Westchester and Steuben has a little less than one-fifth.

The Report of the State Tax Commission gives us certain figures that afford an indication of social values, which is better than anything we have in the Financial Statistics of States.

Westchester County is very rich in club lands. Not only do these clubs afford a play place for their members, but they add to the beauty of the county. The Report shows that the assessed value of amusement companies, racing associations, country clubs, and yacht clubs is, for St. Lawrence, \$178,000; for Steuben, nothing; and for Westchester County, \$11,663,000.

Westchester County is one of the banner counties of the United States in its provision of parks. The assessed value of parks and playgrounds, which are exempt from taxation, is, in St. Lawrence, \$66,000; in Steuben, \$87,000; in Westchester, \$11,507,000.

Westchester County probably has school buildings second to no other region of like size in the United States. The assessed value of public school property in St. Lawrence is \$1,333,000; in Steuben, \$2,330,000; in Westchester, \$28,145,000.

Westchester County has the means to provide these parks, schools, and private playgrounds, and they in their turn attract families of wealth who increase the buying power and add to the value of land in Westchester County. Westchester County is making good use of great advantages which nature provided.

TOWNS AND CITIES

The smaller the unit we consider the more it depends on the character of the territory in which it is placed and the less is due to its own peculiarities. Nevertheless there are towns and cities which illustrate very plainly the truth I am endeavoring to present, that *land value depends more upon the character of the population and the nature of the location* than upon the number of population.

Westchester County itself affords illustrations of this that can hardly be beaten. Within about ten miles of the City Line of the City of New York is the Village of Scarsdale, 4,000 acres in extent, with a population in 1925 of 5,099 and a real estate value of \$43,500,000. This is a per capita value of about \$8,500 and a value per acre of \$10,875. Scarsdale pays for governmental purposes about \$135 per capita as compared with an average of \$47.51 for all the cities of the United States. It pays over \$57 per capita for schools alone. There is almost no business in Scarsdale and no manufacturing. It is a beautiful country. There are not many very expensive places, comparatively few worth more than \$50,000 and almost none worth less than \$20,000. It presents an extraordinarily high average with virtually no poor persons at all. Through it runs the Bronx and Westchester Parkway, a beautifully planned strip of land which gives ideal communication and has rendered beautiful what was little more than an open sewer and dumping ground. Appropriate planning has added many millions to Scarsdale. The adjoining Village of Bronxville is another illustration of extraordinarily high values and much beauty.

Let us jump to another extreme of development in Erie County. Not far from Buffalo is Lackawanna City with 20,000 people and 3,580 acres of land, a slightly smaller area than Scarsdale and four times the population. With four times the population its total real estate value is \$33,500,000 as compared with \$43,500,000 for Scarsdale. I know Lackawanna only from the railroad. If it were not for its factories lying along the lake there would be very little value there. The factories belch their smoke and the prevailing lake wind carries it across the residences of the city. From the railroad one would think that no one would live there unless he were driven by force of very arduous circumstances. Probably because of the factories themselves the per capita real estate is \$1,670. Just compare that with Scarsdale's \$8,500.

There is a little city in Nassau County which is worth looking at. Nassau County runs from the sea to the sound across Long Island and is bounded on the west by the City of New York. Long Beach has 1,139 acres, less than two square miles. Its population which stays

there through the year is given as 2,891 by the Census of 1925. The full value of real estate, on the basis of the computation of the State Board of Tax Commissioners is \$40,000,000. This compares with Lackawanna with 20,000 people and \$33,500,000. The per capita value is \$13,790 as compared with \$1,670 in Lackawanna. Long Beach spends about \$250 per capita for governmental purposes. Of course these figures are misleading. The population of Long Beach which stays there is only a small fraction of the population of Long Beach in the summer time. The Atlantic Ocean attracts many times the population to the hotels of Long Beach. We cannot count that population because it is counted already somewhere else. Long Beach raises \$731,000 a year by taxation as compared with \$810,000 raised by Lackawanna with about seven times the population.

Residents of Boston and its suburbs all know Brookline and Chelsea. Brookline is a delightful place that has all the outward evidences of prosperity. Presumably a large percentage of the men of Brookline do business in Boston. Chelsea is a suburb of Boston as well. It is chiefly a manufacturing place.

Chelsea has 47,000 people and Brookline has 43,000. The value of the real property of Brookline is \$118,000,000 and of Chelsea, \$45,000,000. Chelsea spends \$62,000 for recreation and Brookline \$207,000; for highways, Brookline spends \$332,000 as compared with Chelsea's \$177,000. So much for the amenities of life.

In the tables of the Financial Statistics of Cities, the cities are arranged in the order of their population. Atlantic City, though in less degree, is somewhat like Long Beach. It is a playground for the whole country to which all the visitors contribute. It naturally would spend a good deal of money and it does. It spends \$122 per capita. The next smaller city to Atlantic City, N. J., is Decatur, Ill. Decatur has 68 persons less than Atlantic City. On all its general departments Atlantic City spends \$85 per capita and Decatur, \$19. On sanitation or promotion of cleanliness, in spite of the Atlantic Ocean, Atlantic City spends \$8.15 and Decatur spends 42¢. On its Police Department Atlantic City spends \$10.76 per capita as compared with \$1.11 for De-

catur. On recreation Atlantic City spends \$3.16 as compared with 82¢ for Decatur. On schools Atlantic City spends \$27.27 as compared with Decatur's \$11.38. The investment in land and building for schools by Atlantic City is \$5,592,000 and by Decatur, \$1,610,000. The investment for recreation by Atlantic City is \$6,650,000 and for Decatur, \$430,000.

New Rochelle, N. Y., is listed in the Financial Statistics of Cities as 188 and Columbus, Ga., as 189. They both have a few people in excess of 44,000. New Rochelle is an old town settled by the Huguenots in 1686. It almost adjoins the City of New York, has a frontage on Long Island Sound, and is an attractive place for residence. There is some manufacturing, but not very much. Columbus, Ga., has been growing rapidly and is an old established city of Georgia.

The revenue of New Rochelle is \$77.96 per capita and that of Columbus, \$32.57. The real estate value given for 1925 in the Financial Statistics of Cities is \$113,000,000 for New Rochelle and the reported basis of assessment is 99%. The State Tax Commission in New York gives New Rochelle credit for assessing at 78% and gives the assessed value, including special franchises which are real estate, at \$125,000,000. The total for New Rochelle, therefore, is about \$165,000,000 and the per capita real estate value is \$3,700, while for Columbus, Ga., it is only \$1,100. New Rochelle spent upon its schools \$1,015,000, as compared with \$289,000 by Columbus. For recreation New Rochelle spent \$123,000 as compared with \$33,000 for Columbus. The investment of New Rochelle in land and buildings for schools is \$5,910,000 and that of Columbus, \$1,279,000. For recreation New Rochelle's investment is \$757,000 and Columbus's, \$125,000.

CONCLUSION

The sum of the whole matter is that we have no social values of any consequence without value attached to the land where the social values are to be found. Land value depends on climate, topography, accessibility to markets, accessibility to points of attraction, such as great cities, and it depends upon the character of the people, including their

ability to produce wealth. As a supplement to the definition of land value given by Mill, a friend of mine defines land value as the capitalization of that part of economy in production due to the coöperation of individuals in organized society, which attaches to a particular site or area from its fertility or its accessibility to the point of ultimate consumption. It may be added that the income of persons who reside at a particular place affects the value of the site. This is particularly true of these suburban points. If rich people congregate together because they like the climate and the topography and each other's society, other rich people will pay a price to live near them. That makes land value.

Land value is the inevitable social product of people living together. The more land value they produce, the more revenue they can get, the more public advantages they may buy for themselves. Those public advantages attract more people and more land value and the land value is a natural source of revenue for the community to buy those things they want that minister to the well-being and satisfaction of the community.

**CERTAIN FACTS REVEALED BY THE RECENT INVESTIGATION OF LAND VALUES,
CONDUCTED BY THE REGIONAL PLAN OF NEW YORK AND ITS ENVIRONS**

Land values increase with population up to a certain degree of concentration but when an area becomes blighted or congested, land values tend to fall.

Of communities with equal population density, those nearer to the metropolitan center tend to have higher land values.

The highest values of land occur where there is the greatest concentration of population and wealth; accessibility to population is the first element in creating values.

In a single town on the South Shore of Long Island subdivision plans for 9,000 lots were filed in the 18 months preceding July 1, 1926, although there were some 20,000 lots on which taxes had not been paid for several years.

There is nothing more injurious to land values and more upsetting to the community than a large oversupply of lots.

Land prices in partially built-up residential areas tend to approximate the values of fully developed areas, indicating that prices asked by developers frequently approach the maximum values that may be expected with the property fully built-up.

Population has followed new rapid transit lines to find pleasanter living conditions and cheaper housing in outlying sections; appreciable increases in land value resulted.

PLANNING SUBURBAN TOWNS

By JACOB L. CRANE, JR.

SUBURBAN towns tributary to large cities present special problems for the town planner. In the first place many suburban communities are growing at a rapid rate both in population and in land area. According to the federal census reports the City of Boston increased in population about 12 per cent from 1910 to 1920, while the metropolitan district outside the city increased 19 per cent; for New York, the figures are about 18 per cent for the city and over 27 per cent for the metropolitan district outside; for Philadelphia, 18 per cent and 34 per cent; for Detroit, 113 per cent and 255 per cent; for Chicago, 24 per cent and 76 per cent; for Cleveland, 42 per cent and 108 per cent; for Seattle, 33 per cent and 131 per cent. Many individual suburbs within these metropolitan districts showed a phenomenal growth during this same period.

Among the more strictly residential suburbs with which the author is familiar Birmingham, outside Detroit, has tripled its population in the last fifteen years; Cleveland Heights, near Cleveland, Ohio, increased more than five-fold in population from 1910 to 1920, and such Chicago suburbs as Winnetka, Glencoe, Highland Park, and Oak Park are growing so rapidly that the population doubles, triples, or quadruples during ten year census periods. Correspondingly, the land area of these towns is rapidly extended. During the past few years Highland Park, Illinois, has increased its land area from about four square miles to nearly twelve square miles. By virtue of this growth and expansion many of these suburbs have changed from small villages to sizable towns ranging in population from 10,000 to 60,000 and more, creating urgent and critical planning problems in nearly every case. It is true that some suburban communities would much prefer to remain small villages, but the pressure of population flowing out from the big cities usually makes the rapid growth inevitable, and the necessity for controlling and guiding this growth has to be faced.

The peculiar and individual character of the suburban town imposes definite requirements upon the planning and zoning projects.

Problems are created in the necessity for striking a reasonable mean between the desire on the part of the suburban residents to exclude industry and the arrangement of plans and regulations to permit the logical development and use of different types of land area. The desire to exclude or severely restrict apartment houses is sometimes directly opposed to the pressure for the provision of some space for this type of occupancy. The pressure for and against the expansion of local business and commercial facilities presents a similar problem. The preservation of established property values, established on the basis of strictly residential use, is demanded. The provision of parks, schools and playgrounds, and the public services for towns expanding so rapidly presents many difficulties both in planning and in financing. And the control of platting sometimes for a great many small unrelated subdivisions is a major problem for these towns. In Highland Park, again, more than three hundred subdivisions have passed through the City Council during the last three years.

All told, the planning of these suburban communities involves most of the problems presented by the larger cities and usually other special problems besides on a smaller scale but in an aggravated form.

The town planning program for each of these suburbs should usually include a zoning plan and ordinance; codes covering building construction, plumbing, electrical installations, and the establishment of fire limits; general plans covering the street system, widenings, openings, extensions, and new streets; parks, school sites, playgrounds; railroad rearrangements and grade separation; the location of public buildings; at least general policies in matters of water supply and distribution and waste collection and disposal; subdivision control regulations; special building line setback arrangements to provide for future street widenings; and special plans or ordinances to treat unusual local opportunities or problems.

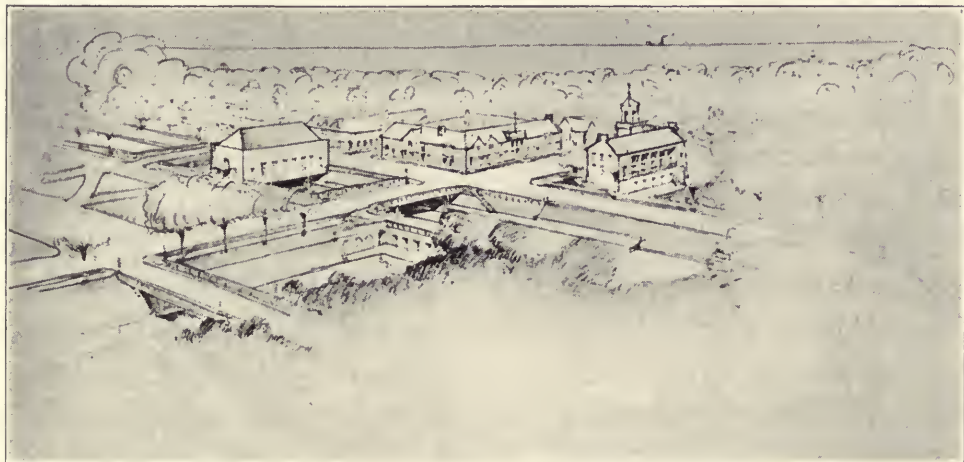
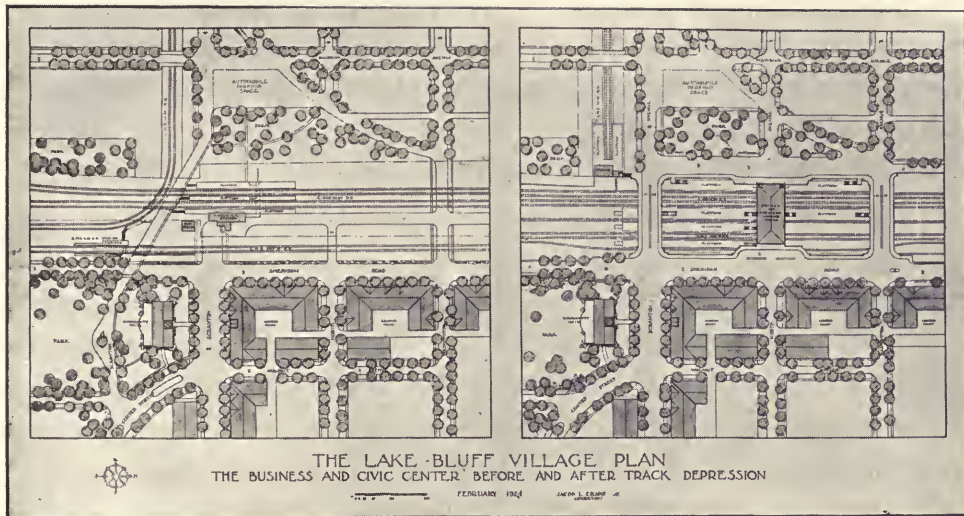
Some of the difficulties in arranging the zoning plan and ordinance have been suggested, such as the control of industry and the limitation or exclusion of apartment houses. In principle it is sound planning to make provisions for such semi-industrial uses as the town may require for its own operation, such as lumber and coal yards, ice plants, storage

the allocation of other business areas and the arrangement of street and transportation systems to improve the accessibility of the latter.

In the author's opinion, most suburban towns within daily commutation distance of the big city should definitely set aside sufficient, sometimes quite small, areas for apartment house occupation. Flats or tenements over store buildings do not fit the demand for this type of use; frequently a gradation from business to single-family districts is desirable; in most of these towns there are blocks where the property is not desirable for either business or strictly residential building but which are quite available for apartment houses; and the rigid maintenance of the single-family districts is easier and more reasonable if some provision is made to relieve the demand for apartment houses by placing them in the most logical locations for this type of structure.

The dread which the suburbanite has of the big city apartment building without front or side yards can be overcome by area and density regulations in the zoning ordinance permitting only small apartment buildings with suitable open space around them or at least by a gradation from larger to smaller apartment houses in passing from the business to the single-family districts. It is interesting to note that suburban zoning ordinances are responding to the high ideals of the residents in establishing severe limitations upon the size of lots in single-family districts. The municipal zoning ordinance in Highland Park requires 12,500 square feet per family in the Class "A" residential district, and Lake Forest, Illinois, requires 20,000 square feet. Up to this time subdividers, builders, and owners have consistently conformed to these requirements.

In addition to major street plans to which subdivisions can be required to conform, it has sometimes been found necessary also to prepare more or less detailed subdivision plans for the areas lying between the major roads. This is required especially where the land is divided into small tracts which may be subdivided individually so that the later small subdivisions have great difficulty in conforming to the street connections in adjoining tracts. Somewhat arbitrary platting regulations, such as those enforced by many of the counties in the Chicago district, which require major roads on all section and half-section lines have been



Jacob L. Crane, Jr., Consultant

**Bird's-eye View of Proposed Railroad Depression, Union Station, and Civic Center
LAKE BLUFF, ILLINOIS**

of extreme value in securing continuity for wide, principal thoroughfares, but if such regulations are enforced without variation in recognition of existing principal roads or of the topographic situation, they lead to much difficulty. Fortunately, however, these platting rules are usually administered by a committee or a plat officer who is given some discretion to vary the literal terms of the rules.

Subdivision regulations of county or municipality flatly prohibiting dead-end streets in subdivisions act against road designs involving court streets or cul-de-sacs, and the author believes that where an adequate system of major, secondary, and local through streets is provided the cul-de-sac is the ideal strictly local service arrangement. By the use of cul-de-sacs the cost of street improvements and public services can be greatly reduced, sometimes by one-third of their cost in using continuous streets throughout; the topographic relation of lot to street may be improved; and the passing through of fast traffic can be prevented, giving the individual home greater quiet, privacy, and seclusion and greater safety for the children. The use of curving streets in residential sections of suburban towns is now the custom in most suburban towns and with most of the better subdividers. However, there are many examples to prove that this method of street planning can be overdone. The wiggly street on flat land is distinctly unpleasant, even though gentle curves or breaks in the street line may be agreeable. Deliberate indirection in principal traffic ways is irritating and usually unnecessary. In a town where most of the streets are laid on curving lines it is a relief to come upon a regularly arranged section which suggests the value of contrast in such street planning. A moderate degree of curvature in a moderate proportion of the streets, the curvature designed in recognition of some topographic or other physical factor, and the whole design articulate and coherent, is more satisfying visually and practically than the fixed and studied curving of roads.

The increasing cost of street improvements (usually much greater than the raw land cost itself) is producing a counter tendency to cut down the width and weight of roadways, the elimination of one or both sidewalks in estate sections, and a more careful study of subdivision design to reduce the amount and size of materials required for the public

services. The time is rapidly approaching where the problem involved in providing lots of a decent size will be the problem of arranging the subdivisions and designing the street improvements and public services to reduce their cost to a reasonable proportion of the cost of the complete property.

The control of architecture is greatly desired in many suburbs. Without much legal authority behind it, in several towns in Illinois, Wisconsin, and Iowa, and in at least one town in Oklahoma, the municipalities are definitely attempting to exert some control over architectural design. This is done either by clauses in the building ordinance calling for suitable architectural design as a requisite for receiving a building permit, or by an unofficial committee which passes upon building plans and, by persuasion rather than any attempt at legal action, tries to prevent unsuitable architecture. These methods do not of course secure beautiful buildings in every case, but they do serve fairly well to prevent architectural monstrosities, and, more important, they greatly stimulate interest in architectural matters by giving notice that the entire community is concerned in the architectural character of each building.

In this same field of municipal activity the unsightly "shack" or the private garage used as a residence presents a problem which has greatly agitated many suburban towns. This situation may not be as serious as it seems because it has been found that ordinarily the family which comes out from the city to build or occupy a "shack" or a garage does so with a definite ambition for getting a house as soon as possible and each family either prospers and builds its house or fails to prosper and moves back to the city, giving way to another family which sooner or later does build a house. And there is something to be said against the smugness and exclusiveness of the suburban town in being offended at the poorer, even though fairly healthful, living conditions of newcomers. However, as a measure to help prevent the use of "shacks" and garages for residential purposes, clauses have been introduced into a number of building codes requiring masonry foundations for all residential buildings and requiring a definite number of rooms per family. A number of evictions have taken place under such clauses.

The prospect of air transport has led to the designation, and, in a few cases, to the actual reservation of tracts for aviation fields. These should properly be included as an item in a regional plan. Of course the same is true of most of the other items except those of strictly local significance. Much of the design for the major highway system, the larger park projects, waterfront reservations, even zoning plans, particularly at the outskirts of a town and in the territory outside of the city limits for which the town may have jurisdiction by statute, must necessarily be partly guesswork until a fairly detailed regional plan has been worked out to determine the main outlines of these factors. The planning for roads and other open spaces, control of platting outside of the city limits which is possible for towns in most of the western states, makes each town plan a little regional plan of itself; and in this outside area through roads can be secured without openings or widenings from old streets, and land secured for other public purposes at much less cost.

Most of the suburban communities which operate under town plans and the accompanying ordinances as outlined above are enthusiastic about them and very jealous of any encroachment or violation. These towns are usually homogeneous and articulate and their essential characters are probably widely agreed upon so that the plans and ordinances can accurately and adequately express the community. Under such town plan programs, many hundreds of miles of streets of the proper width and in the proper location have been acquired by dedication. Park Boards, School Boards, and other municipal officials have been able to effect large savings in the logical acquisition and development of land and installation of public improvements. The essential character of the towns has been recognized and preserved. Subdivisions have been coördinated and their design vastly improved. And, more valuable than all the other items put together, the people of these communities have been aroused to consider the future of their towns as a whole and to lend their weight for a consciously guided and controlled development toward a fairly definite objective. Perhaps future generations will find ludicrous many of our attempts to forecast and design; nevertheless, the advantages both in economy and in better results justify the present town planning activity, particularly in the suburban town.

CITY PLANNING PROCEDURE FOR SMALL AND MEDIUM-SIZED CITIES

SUGGESTIONS FOR ORGANIZATION OF A PERMANENT CITY PLANNING DIVISION OR DEPARTMENT

By STEPHEN CHILD

Landscape Architect, Consultant in City Planning, San Francisco

ALL who are well informed about City Planning are agreed that it is a never-ending job,—that cities cease to need to plan only when they cease to grow. If this is so, it would seem to be good judgment to work out some method of handling this perpetual problem efficiently and economically.

It is realized that no hard and fast rule can be laid down, that such enormous congeries as London, New York, Philadelphia and Chicago must each prepare its own best method, adapted to its own peculiar conditions. There is, however, a large group of cities ranging in population from ten thousand up to a hundred thousand that, as regards the more general features of city planning procedure, have much in common. For example, all such cities need first of all a properly organized city planning commission. They need a comprehensive civic survey, to be followed in each case not only by the major street plan, but by zoning plans and ordinances; also plans for other features of the city's growth. Furthermore, and perhaps most important, all these plans and projects must be followed up patiently, continuously, year after year until completed. How can city planners as a group help?

For the largest of such cities, certainly for all over one hundred thousand population, it is probably best to have a separate City Planning Department, administered by the City Planning Commission; but for the very much larger number of smaller communities, such a separate department would be out of the question. Nevertheless, these smaller cities and towns need to work out some intelligent, effective methods of preparing and executing their plans.

It is well known that several of the prominent city planning consultants have organized their offices with high-salaried associates and

well-trained assistants to do what needs doing for such communities, and are doing it effectively and well up to a certain point,—preparing the essential preliminary civic survey as comprehensively as circumstances permit, the tentative general plan or major street plan, the zoning plan, perhaps a civic center or park plan, plans for grade-crossing elimination, and so on.

When it comes, however, to the very necessary follow-up work it is no doubt best to have this done “at home”, so to speak, and not in some expert’s office—perhaps fifty or a hundred miles away—or even in his temporarily established local office. There comes a time under this method when there must be a sloughing off of such service, and a more or less complete transfer of city planning functions from the expert’s offices to some one of the city’s departments. If this change must almost inevitably occur, the writer believes it is best to recognize the fact and begin in another way, and proceed by fundamentally different methods. It is believed those here proposed can be developed so as to bring forth good results and be less expensive to the community.

This matter of economy is of vital importance. The writer does not believe in any “penny wise and pound foolish” policy, but knows from experience that many towns and cities of the size suggested have “balked” at the cost of city planning procedure, because they felt they could not afford it. I am not now referring to the cost of city planning projects, an entirely different matter. If we can demonstrate economy without loss of efficiency in our procedure, we will be helping the cause of better city planning, for every city needs to plan and to follow up its plans to completion.

The following few paragraphs, it is believed, outline unfortunately frequent conditions. Under the stimulus of a campaign carried on by an effective Citizen’s Advisory Committee, sponsored by the Chamber of Commerce, not only has a City Planning Commission been authorized and organized, but a fund appropriated for its work, and a competent consultant employed. For a year or more, all seems to be going swimmingly. A preliminary survey is prepared by the expert and his assistants. An illustrated pamphlet report giving recommendations for a

major street plan, a zoning plan, and for other important features controlling the city's growth, is published.

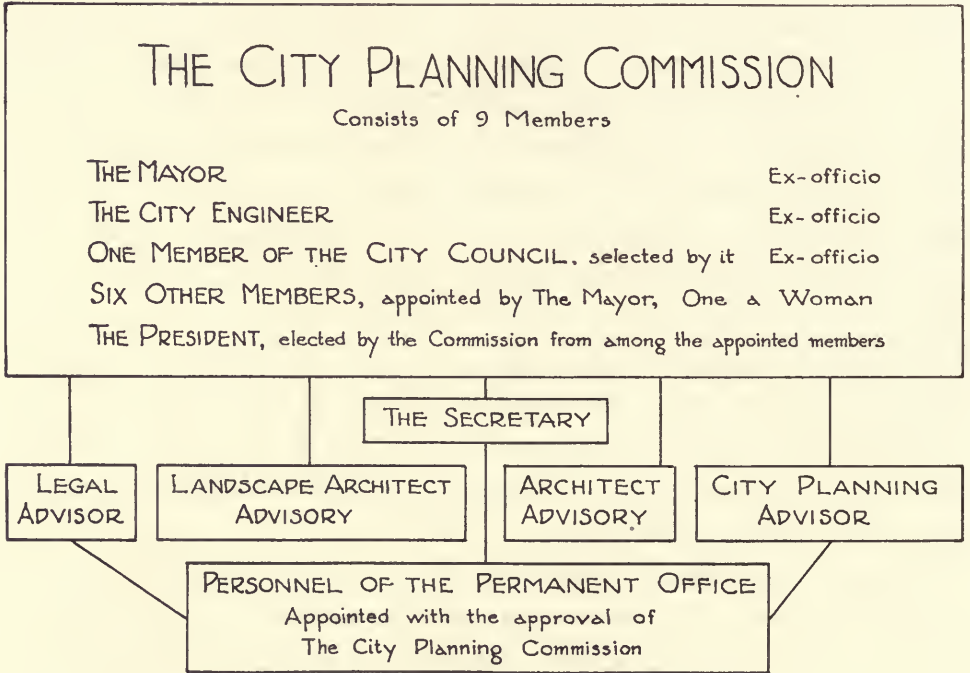
Then comes the inevitable slump: opponents of the zoning plan appear; the Council declines to appropriate money for a much needed traffic artery; a proposed bond issue to cover the cost of a civic center or a parks and playgrounds system is voted down; and finally the funds for the City Planning Commission itself are either not appropriated at all or radically cut. The expert has by this time gone on "to pastures new",—he must, of course. Possibly some of the valuable data and plans he and his assistants had collected and prepared are turned over to the community and buried in the vaults of the City Clerk or the City Engineer and forgotten. Much is never so turned over, but remains in the expert's offices perhaps far away. His elaborately illustrated report is long ago lost and forgotten. The city drifts along in practically the same shiftless, inefficient manner it has for years,—small and large subdivisions continue to be added and haphazard growth goes on, with little guiding or planning.

Then comes another "spasm of civic righteousness"—the by-product of some grade crossing accident, or the proposal to build a block of stores, or a skyscraper, where an important street widening had been proposed. There is a scurrying round for mislaid data,—the expert is in Kalamazoo,—the city engineer has moved on, and, as Mr. Dooley would say, "There y'are!"

Now this is not city planning. It is what we have had so much of in the past. It is what is "queering" city planning to-day, particularly in our smaller cities,—*it is city bungling*, and it is unfortunate for all concerned. Therefore, all who are interested should put their wits to this phase of the problem and help solve it.

Without prejudice, let us see now how the method proposed will work out. Let us assume a city of about fifteen thousand population, and that with the support of the Chamber of Commerce, a Citizen's Advisory Committee has been appointed, and this Committee has employed a consultant to advise them on this proposed basis. He recommends and helps about the preparation and enactment of a

City Planning Ordinance that will include the general features proposed by the Advisory Committee on City Planning and Zoning of the United States Department of Commerce.



This step in itself will take a little time, and while he is about it the consultant gives some talks on city planning to the Rotary Club, the "Rotary Anns", the Kiwanis, and the Civic League. He helps the Advisory Committee "sell" city planning to the community. That is part of his job. The Council and the citizens need to be "shown" that city planning pays. In our case we are assuming that the Committee and their consultant do good work; that a City Planning Commission is authorized by ordinance, appointed by the Mayor, given a modest appropriation of say \$5,000, and is now organized. (See Diagram.)

If it were not so tragic and so fraught with harmful possibilities, it would be pathetic if not downright amusing to note the almost dazed condition in which such groups, even with the best of intentions, sometimes approach their problem. The chairman of one such commission

told the writer, who had been invited to come before them and give a talk on city planning: "We are just like babes. We have not even learned how to crawl, let alone take our first steps". On the other hand there is the perhaps more dangerous group who "know it all",—several of whose members have perhaps read a little on the subject, attended a conference or two, and feel they need no further assistance.

Our community of course has a city engineer; perhaps he is only a part time city engineer, doing the municipal engineering along with the subdivision work, land surveying, and other odd jobs. But he is now, under the terms of the ordinance, an ex-officio member of the City Planning Commission. Advised by the consultant, who up to now is serving the Advisory Committee of the Chamber of Commerce, the Commission proceeds to organize and administer a City Planning Division on a permanent basis. (See Diagram.) They do not, as has been outlined in the earlier case, turn the job over to the consultant and *his* assistants. On the contrary, they select an efficient secretary, in our case a woman, a stenographer in the office of the city clerk, arrangements being made for her part time service to the City Planning Commission. She is to begin at the very start to have charge of the data that the Commission will proceed to collect, keeping it all in good order.

The city engineer is directed by the Commission to employ, in the case of our comparatively small city, *one City Planning Assistant*,—a young man, preferably with some real school and office training in city planning. (It is realized that larger communities might need more than one and there is the possibility that one of these might become Secretary of the Commission.)

We will assume that our Commission, being well advised by their consultant, realize the need, first of all, of a comprehensive civic survey that will give them the facts upon which to proceed. This step has not always been taken. Many commissions do not realize its importance, and the writer believes one reason at least why some zoning and other plans have not been better received is because they have been prepared without proper study. There has recently come to hand some strong testimony from Mr. F. L. Olmsted, Jr., which is worth quoting:

"The most striking shortcomings of the situation (at Washington), as it begins to be studied closely, are not in the quantity but in the quality of the planning that has been done in the past and is being done to-day. The readiness and self-confidence with which all sorts of people—those acting for private investors not less than officials representing the public—have made and are making final decisions of enormous consequence on the basis of superficial study,—shirking that expenditure of effort and time and money toward perfecting their plans in advance which would be a justifiable insurance against wasteful expenditures in construction,—are impressive in Washington as elsewhere; are of course characteristic of our hurried time; are a danger which besets planning commissions no less than others. The recognition of the recurring mistakes of others from this cause which is forced by an honestly intensive and inclusive view of any large ground of urban developments, when combined with a recognition of similar pitfalls in one's own path narrowly escaped or blindly entered, should make for a salutary humbleness of mind and stimulus to effort on the part of anyone who takes city planning seriously."

Our Commissioners, acting under the advice of their consultant, propose to be governed by Mr. Olmsted's warning, and furthermore, to make this comprehensive civic survey in such a way that they will know all about it,—be able to amend, extend and perfect it,—and what is more, have all of its details available for use, one year or ten years hence,—not filed away in some expert's office a hundred miles away.

Our Commission realizes that it must prepare not only the civic survey, but a *comprehensive city planning program*, one that will recognize the many questions in regard to city planning that have already been discussed in the community as well as the new ones that will be constantly arising; that the Commission must continuously keep the *program* or *plan* up to date; that all this means much more than zoning or the widening of important thoroughfares, although these would no doubt be important items in such a program. Continuous city planning means correlating all such items as these and more into a city planning policy, to be as definite as circumstances will permit, but a policy or program that will control the city's growth, and while directing it along lines that are most appropriate also lead it away from inharmonious projects,—a program, however, that will be flexible enough to permit of adjustment to new conditions, particularly to inevitable growth, all such adjustments to be made with care and to follow the advice of the consultant.

Realizing all this, our Commission enters into a contract with the consultant that will assure it. By the terms of the contract, the consultant is paid a monthly or quarterly fee, and in return for this it becomes his duty to be present at one or more of the regular monthly meetings of the Commission,—perhaps at the start of the work to be in the community three or four days a month. Later on as the work developed perhaps the one day and evening of the Commission's monthly meeting would suffice. He consults with the Commission at their meetings and answers any questions it is possible to answer at such times. Should matters arise needing more thought or detailed study, he gives to such problems this necessary effort and reports upon them either in writing or orally as soon as possible.

First of all, he directs the collection of data for the comprehensive civic survey above mentioned. In our case this means that he coöperates with the city engineer, with his newly appointed city planning assistant, and with the secretary, outlining to them what needs to be done, but they do the work—prepare the material, the plans, diagrams and so on. Furthermore, while it is a part of his duty as above noted to direct both the civic survey and any field investigations or the preparation of any special maps or drawings that may be necessary, the actual field work of such investigations and the drafting of plans is done at the expense of the city through the city engineering department and is subject to no charges on the part of the consultant,—his services being advisory only.

As the civic survey progresses, a start is made upon the major street plan studies; also upon preliminary zoning plans and studies. The consultant directs these, but the office and field work necessary in their preparation is accomplished as above noted, and subject to no charges on his part. As the comprehensive program develops there becomes evident the need for other plans, the park and playground system, and perhaps a civic center; and these plans also are made under the personal supervision of the consultant in coöperation with the city engineer's office, and actually by the city planning assistant or assistants suggested.

At about this time the writer can see the eyebrows of some of his city planning consultant friends rising and a dubious shaking of heads as to the quality of the work thus produced as compared with that of their specially trained men. While this may be so in certain cases, it is not necessary,—it depends upon the consultant and the city planning assistants secured, all of whom we are entirely justified in assuming are competent. As a matter of fact this method should not lack approval of experts now proceeding the other way. Would not many of these be rather glad to unload the weight of “overhead” and the anxiety about salaries of high-priced assistants that their method entails?

There is another thought worth emphasizing: such a consultant working in this way from any one of the many important cities of our land, might arrange his work so as to serve fifteen or twenty such communities as we have in mind, satellites perhaps of the city of his headquarters, although many indeed might be a hundred or more miles away and still be able to enjoy the service proposed. But if such a consultant were employed by a number of neighboring communities, he would of course become familiar with their various local city planning conditions and proposed projects and would be in a position to materially aid any regional planning organization that might be formed, coöperating effectively with consultants that the Regional Planning Association might employ.

This method overcomes most of the drawbacks outlined in connection with the more common method mentioned earlier in this paper. For example, suppose the Council does turn down a street widening scheme, upsetting the major street plan, or that the people vote against a civic center bond issue. Everyone knows these are but temporary set-backs; that sooner or later if the Commission's plans have followed comprehensive civic surveys and are really well considered, these projects will have to be carried out, no doubt in some modified form. But if all the data are at hand, and the consultant, under the terms of his contract, is also at hand, he can see to it that these modifications are reasonable and in accord with the program or policy the Commission under his advice has carefully studied and prepared.

Consider also the zoning plans. The data from which all these were prepared is at hand for the consultant and the Board of Appeals when changes are suggested. Fortified by his knowledge and experience acquired in supervising the preparation of all these, the consultant and the city planning assistant in the city engineer's office are able to show the aggrieved party the reasons for what has been done,—no doubt to the great benefit of all concerned, stabilizing zoning.

It is believed the method of procedure here proposed would go far towards overcoming city planning "inertia", discussed in *The American City* for March, 1927. It would surely obviate one of the difficulties mentioned, namely "the jealousy and opposition of public officials". Who can blame the city engineer for having a little feeling about the matter and exerting his influence against plans prepared after hasty study with little effort to coöperate with him,—the man on the job who knows all the facts. Give him a trained city planning assistant, have the consultant work with them from the very start to the very end, which means as long as the city continues to grow, and we will cease bungling, and get results in our city planning.

A WORD FROM "THE PLAN-IT" CITY PLANNING COMMISSION OF PORTLAND, OREGON

In many cities there is a growing realization that real forward-looking city planning must pay more attention to the area outside the city proper than to the city as platted and built up. The fruit of this idea is the *master plan* and the regional planning commission. A growing city which has possibilities of future growth needs a master plan to guide and coördinate the opening of streets and highways so that the transportation system can fit the town. The money value of the master plan can be realized when street widenings become imperative and the public pays a million or so for what could have been had by the mere insistence on a plan obtained by an inexpensive corps of administrators of the master plan backed up by a platting law. This law would make it impossible to record a deed to any property within the district covered by the master plan unless the property in question is part of a recorded plat which has been accepted by the regional plan commission as conforming to the master plan. Such law is in effect in California now and is pending in other states.

It is too late to do as much for Portland as should have been done. There is enough platting recorded in this district for a population of two or three millions. But there are still some things possible if we had the right sort of machinery to work with.

THE EVOLUTION OF THE CANBERRA PLAN*

By GORDON J. CULHAM

THE several states which now comprise the Commonwealth of Australia were federated in the year 1900 and in the constitutional act of that year it was determined that there should be a federal capital. The American Trade Commissioner, E. E. Slosson, states that "The pull of the two chief cities Melbourne and Sidney was strong enough to draw the capital down into the southeast quarter of the continent,—by the law of the resolution of forces which holds in politics as well as physics the federal capital after a decade of vibration came to rest between the two." The site was selected and designs were invited for the new city.

In May, 1912, the competitive designs for Canberra were judged and Mr. Walter Burley Griffin of Chicago was awarded the first prize.

This year of 1927 witnessed the completion of the provisional capitol and much other construction, and parliament was formally opened by H. R. H. the Duke of York.

A number of factors contributed to the twenty-seven years' delay. The war and post-war depression naturally played a part. Each Government in turn was inclined to view any energetic policy with such minute care that it might almost be termed suspicion. Also, due to the Government land policy of leasing, there was lacking the enthusiasm of the speculators and realtors who would have "sold" Canberra to Australia; and it would have been a very attractive proposition,—turning \$15.00 an acre sheep land into capital city lots. The temptation to sell neighboring mountain tops for the same purpose would have been very strong.

In the parliamentary documents relating to Canberra, 1914-15, there is evidence of a more active form of opposition to the normal progress expected in carrying out a plan. Following the placing of the competitive designs the government appointed the Departmental Board,

*For bibliography, see page 316.



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THE CANBERRA PLAN

and directed this board to prepare a composite design which was to be a mixture of selected ideas from the competitive plans. The so-called Departmental Design was the result. This plan however did not long survive the storm of ridicule which it occasioned and there was a return of favorable opinion to the prize-winning plan. Mr. Griffin was shortly thereafter appointed Federal Capital Director of Design and Construction and naturally he preferred to adhere to his own design. Unhappily practically all the necessary data which he required in the preparation of the working drawings was furnished by one or the other of the members of the departmental board. It is a tribute to Mr. Griffin that in the face of these difficulties he not only succeeded in securing recognition for his own plan but also was making progress with construction when the war curtailed operations.

When Australia in 1920 finally realized that the government departments never could arrive at the necessary decisions, an advisory committee of five members was appointed, *engineers, architects and town planners*, under whose guidance the Griffin plan proceeded to grow in an orderly fashion. The necessary public utilities and streets were provided for a population of 25,000; federal buildings were constructed on temporary sites; and such construction as was required to be of a permanent nature was completed in accordance with the plan. It is apparent from the results that this committee made its decision after due deliberation and conducted the diverse interests of the enterprise in a well coördinated manner.

At the conclusion of the term of office of the advisory committee the Commonwealth appointed a commission of three members to administer and further the execution of the plan of the capital city.

CONSTRUCTION AND PROGRESS

It is difficult from the information available to report on the actual progress made at this time. Before Parliament was formally opened there was an existing population of 6,000 of whom more than half were workmen. Later an additional 4,000 of government employees were expected. At the inauguration much of the housing was temporary,

even tents serving as cover. It would appear therefore that there will be an immediate permanent population of 10,000 for whom houses must be built.

Roads, public utilities, one hotel, one school, and the public buildings already mentioned have been built.

The single-family dwellings are of bungalow type and range in price from \$4,500 to \$9,700 exclusive of land rentals.

GOVERNMENT METHODS OF LEASING

Of the total area of 900 *square miles*, 12 square miles is set aside for the city proper, 150 square miles for open space reservations, 17 square miles for water-supply catchment area, and the remainder leased for farms and grazing.

Within the city proper an ordinance prevents private ownership of the land. Lots will be leased by the state for a period of 99 years and the first appraisalment of any property will be the amount of the successful bid at a public auction. The annual land rental for the first 20 years will be 5% of this bid. The annual rate will remain unchanged thereafter although there will be a re-appraisalment every 10 years. Plans for improvements must be submitted for approval and no lease may be transferred until building is completed. Building must commence within one year of taking the lease and the structure must be completed within the second year. There is no restriction on the sale of improvements.

The highest price paid by the government was \$15 per acre as against rents aggregating \$4,000 per acre which have already been received for land in the shopping district.

In the application of the foregoing methods of control over development, it is evident that the government may adequately protect the plan from ignorant or self-interested aggression. Unfortunately governments themselves sometimes indulge in questionable practices and the extent to which these develop in Australia will undoubtedly determine the successful operation of the capital plan.

Events are proving that the taxpayer of Australia will have his capital laid out according to the accepted plan, and competent authorities say that Canberra within 25 years will pay interest on the whole of the Commonwealth's investment in the capital city.

CANBERRA AS A PLACE TO LIVE

Like California the Australian capital will have climate, perhaps even when visitors are in town.

There is a sufficient water-supply which will be brought down by gravity for a population of 250,000. There are more than three hundred sunny days in the year. The rainfall is 28 inches. The average temperature for the hottest month is 68.4°F., and for the coldest month 39.7°F. It is about 2,000 feet above sea level.

With the Blue Mountains and the Australian Alps at the very gates of the city there would seem to be little to complain of, and yet the Government has been obliged to offer all sorts of special inducements to offset the very real objections which have been raised by the members of the civil service and their wives. The cost of living will be higher. There will be a severance from old friends and relations; from children who must be sent to college; from the shops and theaters, and the wide range of social activities of the large city. The Government has agreed to take over and hold for a reasonable price the large number of homes which will be vacated in Melbourne by the exodus of civil servants.

Some market gardening may be maintained in the vicinity of the capital with the aid of irrigation but for the most part it is sheep country with all that this term implies. The soil is light and sandy so that to preserve it and to make the environs of the city attractive a carefully planned system of afforestation must be applied.

THE INFLUENCE OF EXPANSION ON THE PLAN

It is interesting to speculate on the probable future growth of the city as it may influence the design which has been prepared for it.

The city is more or less divided by large artificial lakes placed where they are for esthetic reasons and for their cooling effect in the dry season.

Two main thoroughfares connect the two portions of the city thus separated. These portions possess about an equal amount of land capable of economical development. However the portion which is round about the federal buildings is bound to develop first and this area will care for a population of 100,000 within two miles of the federal buildings (on the basis of 5,000 people to $\frac{1}{2}$ -mile square).

The industrial and business section was designed to be on the north side of the lakes but later it has been decided to develop this section near the southern entrance to the city which for many years will be the shipping and receiving point. It is therefore reasonable to assume that most of the population, including that depending on industry, will be in the portion south of the lakes for many years to come. As a matter of common thrift most cities have refused to do business on both sides of a natural barrier when there is plenty of room and to spare on one side.

It is difficult to understand why the competitors made provision in their plans for industrial areas of any size. The capital city was deliberately placed seventy-five miles inland, up in the hills, and away from all main lines of communication. Although it was outwardly supposed to be so located for protection from alien attack there is the appearance of malice-aforethought in such a choice. It is obvious that in such an isolated setting Canberra could never encroach on the industrial prestige of the large coast cities with their advantages of cheap water-carried coal, ample water-supply, economical means of waste disposal, and large existing populations. The capital city of Australia therefore is and probably always will be a governmental city of a very pure type.

**The List of References on Canberra
is given on pages 316 and 317.**

EDITORIAL

FURTHER DISCUSSION ON THE DEFINITION OF CITY PLANNING

DESIGN THE ESSENTIAL FACTOR IN CITY PLANNING

A Communication from ANDREW WRIGHT CRAWFORD

The Essence of City Planning is City Designing. That is its fundamental ingredient.

It is landscape designing in a larger phase. It is the phase in which streets, open spaces, and the height, width, bulk and color of buildings take the place, to a marked extent, of trees and bushes with their varying colors, meadows, and other spaces in landscape designing as usually conceived. Any definition that fails to give this dominating factor in City Planning its proper place is inadequate.

Any definition that ignores Design in City Planning is not a definition of City Planning.

My good friend, Edward M. Bassett, Esq., thus defines City Planning in the July issue of this magazine:

"City planning is the determination of boundary lines of streets, parks, sites for public buildings, zoning districts, and transportation facilities."

With great personal liking for Mr. Bassett and with deep admiration for his vital work for zoning, I think it important, for the sake of the cause as well as of accuracy, to point out that this definition is wanting in any adequate recognition of design as the fundamental requisite in City Planning. I fear there is no recognition of it at all. Yet the design must first be conceived. Then that design will determine the boundary lines of the streets, the parks, the sites for public buildings, the zones, and the facilities for transportation, and directly affect most of the other incidentals of City Planning.

Design appears to be entirely left out of Mr. Bassett's definition. Instead, the things that design determines, the things that come after design, and in accordance with design, are put as though they were the fundamental factors, instead of being the result of the one fundamental factor, design. They derive from design.

An example:—Parks have been called the windows of the City and Mr. Bassett's definition would make the windows a primary consideration; whereas the windows of a building are but a secondary though very important consideration, and their locations, their size, their boundary lines, their proportions, are all determined by the architecture, the design of the building.

Mr. Bassett also defines certain branches of private enterprise as follows:

"The location, design, and construction of dwellings (housing), the construction of business and industrial buildings, and the planting and adornment of private grounds are branches of private enterprise."

Any one who has read Raymond Unwin's "Town Planning in Practice", cannot but have been impressed with the fact that the location of private dwellings is a matter of Civic Design and hence of City Planning. Any one who has studied the

town plans of the English Garden Cities and seen them; or of some of the war towns of the United States such as Yorkship Village (now Fairview, Camden, N. J.), must be impressed by the fact that it is design, design, design, in the location, bulk, color and architecture of the private dwellings that produces the admirable effect of those towns. In Yorkship Village it is the location of private dwellings in accordance with design that produces a number of open spaces which are, in effect, parks. Some of these parks are at street intersections, the parks being octagonal in shape, the octagon being produced by the horizontal shape (the technical "plan") of the four private structures on the four corners, each structure forming three homes. Others of the parks are circular in form, the circles being framed by the private structures around them, which were planned to frame them. One color only prevails in the group around each park, but different groups have different prevailing colors, thus producing much of the charm of that portion of Camden.

The location and design of private dwellings should certainly be branches of the public enterprise known as City Planning; they depend for their effect in the mass on the larger phase of the fine art of landscape architecture, City Planning. The instances that I have referred to show indeed that the location of factories and the planting and adornment of private grounds when informed by the spirit of Civic Design, produce far greater effect than if that spirit is absent.

It is important to the cause of City Planning to avoid definitions of it that may be interpreted as representing the spirit of that engineering which, for a century, controlled the city building of the United States and which was responsible for "Main Street". It was the reaction against the work of the Nineteenth Century engineers that produced Twentieth Century City Planning in America. But City Planning is not merely enlightened engineering.

I regret to note that there is a distinct tendency on the part of some engineers and of some of those men who have done the actual card cataloguing of which zoning so largely consists (Mr. Bassett is not one of them), to forget what the demand was which resulted in the great impetus given to the cause of City Planning twenty years ago.

That impetus came from the publications of reports on civic design. They were not called that. The impetus found its birth in that great example of Design, the World's Fair, in Chicago. It was definitely started on its victorious career by one great City Designing report, namely, the report on Washington prepared by McKim, Burnham, Saint-Gaudens, and Olmsted for the United States Senate Committee on the District of Columbia. Its authors were masters of design. Their product was a superb report on Civic Design, which produced a tremendous impression throughout the country. It were difficult, indeed it were impossible, to attempt to keep that report within the boundaries of a definition of it as the determination of boundary lines of streets, parks, sites for public buildings and transportation facilities. Those results of its design were all there; but there was infinitely more. The designs included in that report determined many, if not all, of those boundary lines; but the designs were not determined by those lines. Mr. Bassett's definition puts the effect before the cause.

The next great landmark in City Planning, one the effect of which has been literally world-wide, was the report prepared by Burnham and Bennett called "The Plan of Chicago". That report has "Design" written in large letters on every page and every square inch of it.

It is significant that the two American cities in which City Planning has produced the most notable results, Philadelphia and Chicago, are cities in which the power of great design to secure results was taken advantage of and relied upon for results and the results came.

This is a new age. Publication of such an article as "Beauty the New Business Tool", which appeared as the leading paper in the *Atlantic Monthly* for August, 1927, from the pen of Earnest Elmo Calkins, would have been unthinkable a generation ago. If Business in the Twentieth Century uses beauty as a tool, certainly City Planning cannot fail to follow suit; but it ought to lead, not follow. Mr. Calkins notes that "the General Electric Company maintains a committee on beauty". Any City Planning that fails to accord beauty, and design that begets beauty, their proper places, will soon be in the discard.

There echoes and re-echoes down the corridors of time Burnham's masterly phrase:

"Make no little plans; they have no magic to stir men's blood and probably themselves will not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die, but long after we have gone will be a living thing, asserting itself with ever growing insistency. Remember that our sons and grandsons are going to do things that would stagger us. Let your watchword be order and your beacon beauty."

It were difficult to regard "a noble, logical diagram" as one hundred per cent synonymous with "the determination of boundary lines of streets, parks, sites for public buildings, zoning districts, and transportation facilities". It includes all of those things, of course, but it is fundamentally so vastly much greater and more inspiring and those things are so necessarily the *result* of a noble, logical diagram, that it is unfortunate that the President of the National Conference of City Planning should have failed in a written definition of City Planning to give its fundamental requirement as Civic Design, for which indeed, "a noble, logical diagram" is truly synonymous.

The overemphasis on engineering evident in some recent city planning reports, which contain about as much inspiration, about as much inborn ability to be "a living thing, asserting itself with ever growing insistency", as a telephone directory contains, makes one wonder what would happen in a specific case to the report and its compiler if Daniel Burnham were alive and the compiler asked him to sign it as joint author!

At the Conference of the American Federation of Arts, with its budget of \$120,000 a year and its representatives from over four hundred organizations, I appealed for assistance against the recent tendencies of engineering, card-cataloguing City Planning. Either City Planning must be brought back to the watchword and

beacon of order and beauty, or it will sink close to the level of that evil engineering which straight-jacketed the growth of American Cities of the Nineteenth Century into the ready-made gridiron.

Every fine art has a great deal of science in it. No great work in sculpture, in painting, in architecture; or in weaving, or in any other industrial fine art, fails to represent a thorough knowledge of the science involved in the fine art. For that reason, it seems to me that Mr. Thomas Adams' expression, quoted by Mr. Bassett, of a desire to see City Planning "grow into a true art of civic design" is an absolutely sound aspiration.

Since writing the foregoing, I have read in the August, 1927, number of *The American Magazine of Art*, published by the American Federation of Arts, Mr. Adams' address at the same Convention, which is adopted as the "Editorial" of this issue. In the course of his address he said:

"I do not think that sufficient regard is paid to art in its broad meaning in city planning circles. There is probably no art which enters more closely into the life of the people than that which relates to civic design and to what we call city planning.

"A great deal of the city planning in this country is nothing more than city tinkering. We have been tinkering with cities and calling it city planning. There are about three or four hundred cities in this country which are zoned and it is called city planning. A great deal of it is nothing more than applying certain regulations to maintain the stability of land values and the integrity of some local residential condition. That is not city planning; the city planning in which we are really interested is not this tinkering; it is city planning as an art, and it touches the life of the people in its most intimate relations; it enters into the whole problem. That is the high place which I should like to see city planning occupy in this country, and there is no reason why it should not take that place.

"George Washington left his country the inheritance of the independence which has made its prosperity, but he also left the tradition of city planning and of civic beauty as the next greatest inspiration to the people of this country; and with the example created under Washington's and Jefferson's leadership there is no reason why this country should not dignify city planning as an art."

City Planning first, last, and throughout all time, is City Designing. Design, if worthy of the name design, is art.

ANOTHER COMMUNICATION

July 28th, 1927.

To the Editor:

I am very much interested in "The Technical Approach" as outlined by Edward M. Bassett, Esq. page 204 of the July Quarterly.

In his analysis, paragraph 1, I wish to offer the following wording: "City Planning is the determination of the location and boundary lines of streets, parks, sites for

public buildings, zoning districts, transportation facilities; it includes traffic planning and the determination of standards of civic design."

I think that the location is of primary importance and the first work of the City Planner. After the general location of a thoroughfare, a park, a public building or a transportation district is determined upon, then the more detailed study is made for locating the boundary lines.

Traffic Planning is certainly a part of City Planning.

As Office Engineer of the Department of Public Works and more recently Managing Director of City Planning, I think that one of the large contributions being made to the municipality through City Planning is the raising of standards of municipal engineering design or as I have called it here "civic design", and it is I believe one of the main subjects to be included in the City Planning category.

In paragraph 3 I do not know why Mr. Bassett has used the word "location" as belonging to private enterprise, for the location is determined by the zoning.

I do not agree with Mr. Bassett in his suggestion that City Planning cannot be a profession as it embraces too many fields. The law embraces a great many fields, one man specializes in real estate law, another in criminal law and another in City Planning law. Probably no high-class lawyer attempts to cover all of the fields under the law, but you cannot say, therefore, that the practice of law is not a profession. Engineering covers many fields, electrical, mechanical, military, civil, heating and ventilating, hydraulic, topographic, mining, metallurgical, municipal, etc., yet Engineering is a profession. A high-class consultant in civil engineering employs experts in those fields in which he is not specializing or collaborates with specialists when his problems overlap the other fields.

I am glad to have Mr. Bassett express himself on this important subject of "The Technical Approach" and as the first statement it is very fine. City Planning is a profession in the making in which the technique has not yet been thoroughly outlined, but we are gradually approaching and determining the basic principles.

Yours very truly,

GEORGE H. HERROLD,

Managing Director, City Planning Board of St. Paul.

"THE BEAUTY OF HOLINESS"

A Communication from HOWARD STRONG, Philadelphia

It is the habit of city planners to emphasize with considerable vehemence the fact that city planning and the city beautiful are not synonymous terms—that city planning is much more than a program for making the city a more beautiful place to live in—that it has to do with such unlovely things as sewers and alleys, with such practical matters as highways and docks, water-supply and factory location, back yards and railroad yards,—and all the other physical elements essential in normal city life.

Such emphasis is surely still needful, though fortunately the necessity is becoming less acute. For a long time city planning, in the mind of the solid citizen,

was decoration,—something superimposed after the important work of building the city was assured. I remember discussing once, with an influential citizen in a western town, the need to build a bridge of monumental character, of beauty and dignity in design, in keeping with the glory of the deep river gorge which it was to span, instead of the contemplated hideous steel trestle; he said, "Oh, you city planning fellows make me tired. Let us build our bridge and then if you want to come along and put a few cement rosettes and cupids on it, go to it; I don't care!" It was, in those early days, as Andrew Wright Crawford says, "a matter of tying pink ribbons on the lamp posts," or of placing bird houses on the Common, the first suggestion made to the newly organized Boston City Planning Commission of a generation ago.

If, perhaps, the solid citizen had attained greater enlightenment, he thought of city planning as a scheme for grouping the principal public buildings around an open space,—a civic center to crown the glories of Main Street.

Yes, it is the constant drumming upon the practical phases of city planning—of the importance of a usable, wholesome city as well as a beautiful one—that has brought home to the ordinary citizen the scope and all-roundness of the city planning program. In fact, is not the pendulum beginning to swing the other way? I found a man a few days ago who thought city planning was entirely a matter of sewers! Do we not begin to need a resurrection of the old emphasis? After all, does not the basis of city planning constitute the very essence of beauty? The Revelation of St. John the Divine envisions the New Jerusalem, let down out of heaven—the city *four square*, the *holy* city; and the Book talks, too, about the "beauty of holiness". If we go back to the Greek we shall find that *ölos* means "whole", "complete in all its parts," "unified", "balanced". We have then, the beauty of balance, of completeness. And what else is beauty? In a building, the correct proportion and balance of lines; in a William and Mary tallboy, the marvelous geometric relationship of line and angle, the perfection of balance; in music, the mathematical relation in the frequency of vibrations making up contrasting and harmonizing tones (that's why jazz is jazz, and not harmony); the subtly mixed colors of a painting can be dissected into groups of vibrations bearing a logical relation to one another. Beauty is an inevitable by-product of order, and planning is nothing less than putting the city, with all its elements and functions, in order for the present and for the future.

A WORD FROM THE EDITOR

The Editor of CITY PLANNING is overjoyed to be able to publish in this number several contributions expressing differences of opinion as to a definition of city planning. He considers that such differences of opinion are the surest sign of real life in the subject. Not as an editor, but as a sinful man seeking the light, he also has some doubts as to the completeness of Mr. Bassett's definition which he endeavors herein to set down in the hope that presently he will be set right.

I think that I see, and agree with, in Mr. Bassett's definition a feeling that nothing is worth considering as city planning unless it is in some way a real fact.

High aspirations and beautiful dreams have their place, but they are not city planning. Reasoned schemes for development originated and promulgated by one man, or even backed by a considerable portion of the community, have their place and do their work, but they are not city planning. Only something which in some form or other represents the officially expressed and pledged opinion of the community as a community can be considered as city planning. Now Mr. Bassett endeavors to get to this actuality and concreteness by tying it down to the determination of boundaries of areas for different uses, and it is surprising in how many instances this definition will stand the test of application to real city planning accomplishments.

Mr. Bassett says "city planning is the determination of boundary lines of streets, parks, sites for public buildings, zoning districts, and transportation facilities". But surely zoning does more than determine the boundary lines of different districts. It legally impresses certain qualities on each district, and this impression of the quality seems to me to be just as much city planning as the determination of the boundaries within which each designated quality shall exist. A zoning ordinance phrased in a certain way will produce within the district to which it applies a certain percentage of cover of the ground by buildings, a certain amount of front yards, of side yards, and of back yards. A restriction of the use of buildings in a district will have in the long run certain inevitable effects upon the shape and the character of the buildings themselves. Now this more or less generally determined character of the buildings and this more or less constant mass relation of the buildings one to another has a very definite esthetic effect, as well as certain other effects, on the living of the inhabitants thereof. I cannot see why this effect is not one of the effects which is naturally and properly sought by city planning. Of course it exists within boundaries, but the form of the boundary or indeed the location of the whole bounded area might vary enormously and the effect just mentioned would still exist, would still be important, and would still be city planning.

Again suppose that without laying down definite boundaries anywhere on the ground a city should set up a legally constituted machinery whereby as the city grows in the future a certain percentage of the area would necessarily be allotted to certain definite purposes. Suppose it went further than that and, again without defining boundaries, nevertheless made it inevitable that parks on the whole should be located in certain general regions and that main radial thoroughfares should run in certain general directions. Would not this be city planning, if it were made sufficiently legal and sufficiently effective?

Again Mr. Bassett says "the location, design, and construction of dwellings . . . are branches of private enterprise". It seems to me that a zoning ordinance will usually have regulations in it which, particularly when applied to small lots, will go a long way toward fixing the locations of the dwellings on the lots. It will indeed usually do more than will the private initiative of anyone who subsequently builds a home under the restriction of the zoning ordinance. And again, as we have said, the zoning ordinance will have no little effect on the design of the house, both esthetic and economic.

One thing occurs to me particularly in reading Mr. Crawford's contribution. Mr. Bassett's definition of city planning is intended, I believe, as a definition of any and all kinds of city planning, good and bad. Mr. Crawford seems rather to be asking for a definition of *good* city planning. And indeed we are prone to forget that in spite of themselves cities are doing city planning all the time and that one purpose of our labors and discussions at present should be to enable ourselves to do good city planning as far as that may be possible. Now I entirely agree with Mr. Crawford that city planning out of which the element of design has been left is in the very nature of the thing bad city planning, but it seems to me nevertheless that the legal fixing of boundaries and so on, as in Mr. Bassett's definition, is certainly city planning of a kind. For the moment, however, I am inclined to believe that there are other things not in Mr. Bassett's definition which are also city planning.

H.V.H.

THE TECHNICAL APPROACH

A Reply to EDWARD M. BASSETT *from* THOMAS ADAMS

I have too high a respect for Mr. Bassett's opinion and influence to leave unanswered one statement he makes in the July number of *CITY PLANNING*. With all deference to him I cannot agree "that city planning cannot be a profession". Of course Mr. Bassett's idea of what is a profession may be something entirely different from my idea, but whatever meaning he may attach to the word, I cannot conceive a more inadequate reason than that which he gives in support of his statement, as quoted above.

Every profession embraces too many fields for individuals to cover them all and there are few educated laymen who cannot throw light on the work of experts in every field. What Mr. Bassett claims as the reason why city planning cannot be a profession is equally applicable to law, to engineering, to medicine, and to architecture. Mr. Bassett knows how many groups of specialists there are in law. He knows also that there are at least a dozen forms of ailment in the human body which involve calling in specialists in different fields. With regard to engineering it is divided into civil, mechanical, electrical, and other classes, and the members of each class would be the last to claim authority to speak on the work of the other classes. But there are also general practitioners in all these professions—men whose function is largely that of making diagnoses, giving general advice, and coördinating the work of specialists.

I am not concerned in this reply in dealing with the analysis put forward by Mr. Bassett and am merely suggesting that some better reason should be given for disputing my claim that the planning of cities should be developed into a true art of civic design by those who pursue it as "a profession".

CURRENT PROGRESS

Conducted by GEORGE B. FORD, Chairman
LAWRENCE VEILLER HAROLD S. BUTTENHEIM
CHARLES W. ELIOT 2nd

STREET TRAFFIC IN SAN FRANCISCO

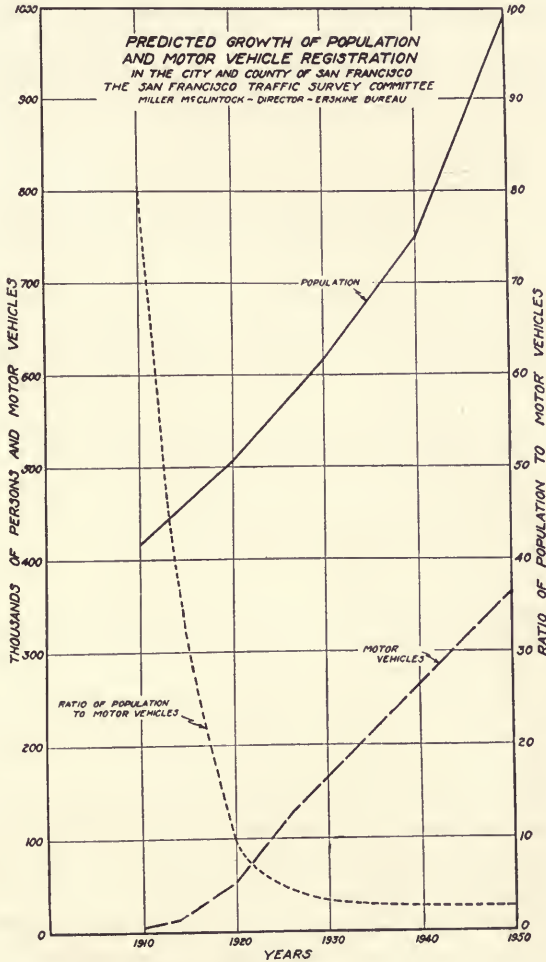
THE preëminence in traffic congestion claimed by Los Angeles prior to recent penetrating studies in regional planning and traffic control has apparently not been endangered by the conditions in San Francisco, in spite of the latter's difficulties arising from hills and Bay. The congestion of San Francisco is nevertheless becoming acute and is similarly to have relief in regional highway studies (see CITY PLANNING for April 1927), and in the present comprehensive analysis of street traffic and recommendations for improvement of street use by Dr. Miller McClintock, of the Erskine Bureau (Harvard University), whose successful services in Southern California caused him to be called in also in Chicago, San Francisco, and Boston. Like Dr. McClintock's Chicago report of last year, the studies for San Francisco are embodied in a substantial volume, with a large number of valuable illustrations, tables, and charts, which make vivid and pointed the statements in the text. In fact, both Chicago and San Francisco reports are thoroughly interesting reading, as well as effective compilations of data. The immense recent and anticipated future growth of automobile transportation in relation to population is the most striking fact in San Francisco, as elsewhere.

The acute congestion of the Central Business District—including Market Street and the skyscrapers and the teeming ferry terminals—has called forth some very illuminating speed studies. These show that the average speed for the district is about ten miles per hour, and that over twelve per cent of the time required to traverse the streets is lost by delay while vehicles are actually stopped. The economic losses of such delay in persons' time wasted and in increased cost of food supplies are very great. Two peculiarly wasteful causes of congestion are double-line parking and street parades in the most congested areas.

The results of traffic congestion in premature decentralization of business give pause to down-town merchants who might be opposed to regulations of parking apparently limiting their "automobile trade" but actually making it possible for patrons more easily to reach shop doors. An unfortunate sidelight on local decentralized shopping districts appears in the large proportion of traffic accidents—especially pedestrian deaths—which occur in such centers when unregulated congestion is allowed to grow.

The rights of the pedestrian are fairly set forth and ample protection planned, but his duties are also emphasized in the whole scheme of maintaining safer street conditions. The excellent work for safety education which has already been carried on in San Francisco forms a promising basis for developing good community traffic habits, which can be strengthened by reasonable methods of traffic control. Various

cities have exemplified the dangers of rules that cannot be followed or enforced,—such as overdoing the “Arterial Street” or “Boulevard Stop” plan,—and the friction engendered by ill-timed mechanical traffic signals. In the San Francisco report a most thorough study has been given to control by signs and signals in relation to specific needs and alternative methods of meeting these. No changes are suggested



Courtesy of the Survey Committee

in the traffic signs of exceptionally high quality recommended by the California State Automobile Association and already in general use in San Francisco and through Northern California. But more signs are needed, and adequate marking of pavements with lane lines and warning words.

Suggestions for police administration of street traffic in accordance with regulations to be enacted, and for a permanent traffic engineering staff, reinforce the recommendations for controlling the movements of traffic.

The common-sense attitude of Dr. McClintock in interpreting the facts for the San Francisco Traffic Survey Committee (under whose authority the work proceeded) ought to result in the adoption of the Proposed Traffic Ordinance for the City and County of San Francisco into which the studies have crystallized, and which has been harmonized with the California State Law and with the Hoover Conference Model Ordinance. The San Francisco Traffic Survey Committee, with its Advisory Council representing all interests involved, concludes its survey work with a generous offer to the public officials and business groups of the city of further services of its technical staff and of its support in the development and putting into operation of the proposed system of traffic control.

T. K. H.

SACRAMENTO—"CALIFORNIA'S CAPITAL CITY PLANNING"

The City Planning Board of Sacramento has been in office now one year. Its work thus far has been very highly valued by the City Council. The public in general also looks with much favor upon the program of the Board. Land subdividers have frequently expressed the highest commendation and appreciation of the help rendered them through this body.

The initial success of the Board may be attributed to proper legislative provisions creating it, harmony between City Council and the Board, the personnel appointed being particularly qualified and interested, the immediate consideration of a general City Plan, and the selection of Bartholomew and Associates to lead the Board in the development of the Plan.

The Board's relation, as a subsidiary or advisory body, under the City Council, has played its part in the progress of the work. Previously the City created a Commission under State Law plan with its own powers, which seemed to work out to such disadvantage that the commission in a short time dissolved. It is believed by those familiar with our experience that the present form of Ordinance under which the Board proceeds is most satisfactory.

The efforts of the Board in securing better laid out subdivisions, with wider streets and larger lots and many other minor requirements, have produced outstanding accomplishments. Valuable sites for community parks have been unhesitatingly given the City upon suggestion of the Board. An ideal fire house site at the proper location in a new rapidly growing district was dedicated to the City when subdivided. Items of this nature illustrate the tangible results of city planning work. The Board has also evolved a Code of Subdivision Rules and Suggestions which is becoming a very valuable guide in subdivision work from a city planning viewpoint. Its first application assisted the Board in securing an excellently planned tract, and the subdivider on his part estimated the requirements to be worth several thousand dollars to him, and all this in a new district two miles from City boundaries. Every progressive city needs such a Subdivision Code.

H. G. DENTON,
City Clerk, Sacramento.

A MANUAL OF CITY PLANNING FOR CALIFORNIA

At the California City Planning Conference in Oakland in March, 1927, the following resolution was passed:

"Resolved, That the Second Annual California City Plan Conference recommends that there be appointed a committee jointly representing the California Real Estate Association, the League of California Municipalities, the California Conference on City Planning, the American Society of Landscape Architects, the American Institute of Architects, the American Society of Civil Engineers, the California Federation of Women's Clubs, and the Chambers of Commerce of the state as a whole, to devise, recommend and carry forward a comprehensive program for the making available of courses on instruction in city and regional planning in the schools of California, realizing that such instruction, beginning in the upper grammar grades, extending through the high schools, and available in the institutions of higher learning, will assure that city and regional planning will be established as definite and effective governmental functions throughout the state. It is understood that this committee will consult with the University of California, State Board of Education, the California Teachers' Association, University of Southern California, and other educational agencies."

Since that date a strong committee has been appointed and is setting about the problem. With the financial backing of the California Real Estate Association assured, it is believed that something useful and important will result.

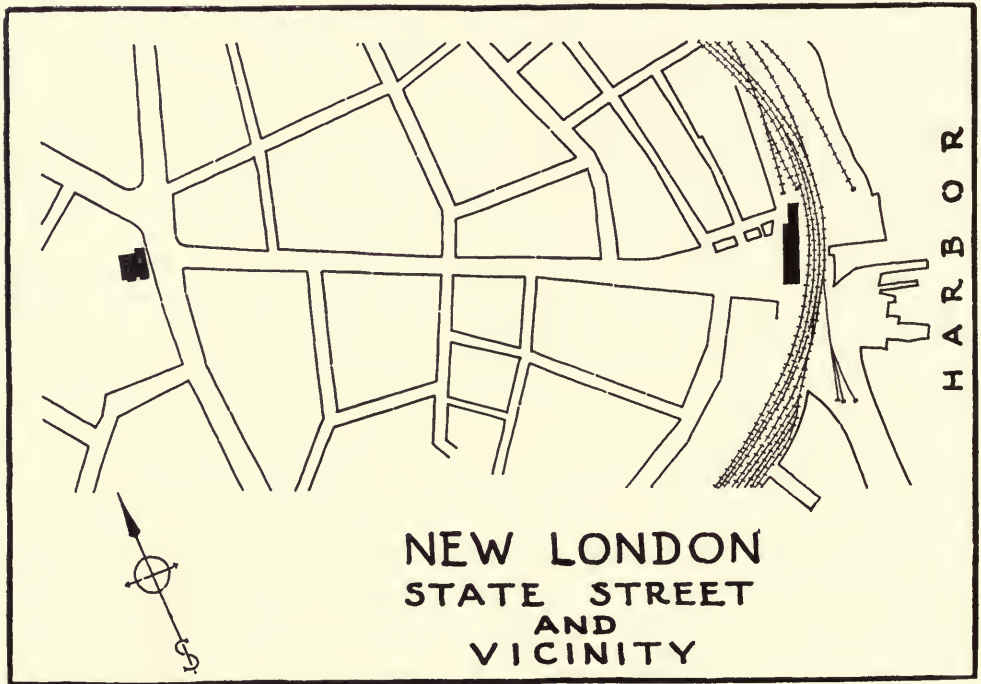
STEPHEN CHILD,
San Francisco.

IN PRAISE OF WELL PLANNED NEW LONDON

We all spend so much of our time finding fault with second rate city plans or in making reports regarding excellent plans of our own which may never be realized, that it is a comforting joy to pause for a moment once in a while to praise a city already well planned. A few days ago I enjoyed a vision of this kind at New London, Connecticut. I speak of that portion of the City about half a mile in length between the railroad station and the County Court House and bounded on each side by the bends and lateral streets which occur a few hundred feet from State Street. I list the following technical points which greet the visitor.

Your interest in the City of New London is awakened the moment you arrive at the railroad station. On one side of the tracks are seen well arranged wharves and shipping facilities in active use by modern trucks, boats, and ships of all kinds of tonnages. These waterfront activities are not obscured by those coal dumps, refrigerator plants, and extensive freight yards which make hideous the rail approach to most small cities. The business vitality and the pleasantness of New London is sold to you at the start. You do not need an appeal from the Chamber of Commerce or the Improvement Association to persuade you to notice the shipping advantages of the City.

On the other side of the track, your interest is also awakened and held by an interesting triangular square. This does not lie upon flat ground but slopes upward from the station steeply at about 8% or so, and consequently partly hides, in an enticing way, vistas of the wide and nearly straight main street rising beyond to the high ground of the City. Your curiosity is aroused not only by the unusual profile of the square but by the curiously splay-sided shape of this open space, by the presence of a large and distinctly interesting Civil War Monument in the center of the square, by the steeply rising profile of State Street, by the slightly curving sky line of wide-awake looking stores, moving picture houses, theaters, churches, and by the tree tops, public buildings, and hotels which are half hidden one by



another. This strangeness and obscurity is excellently designed to lead you onward. You really want to go up to the top of the square to see more of the arrangement of State Street and the branching side streets. No delegation of business men is required to interest you in New London when you have advanced thus far.

When you ascend the square, you become aware of the fact that the City is old though wide awake and "going strong". Age is an asset. Old buildings with sloping slate roofs have not been torn down everywhere; they have been renovated within but steadfastly preserved without, perhaps to attract and hold the eye of that growing host of travellers and residents who appreciate the charm of old and new buildings intermingled, or perhaps merely to get practical results in a thrifty way. At the head of State Street on the highest ground between blocks of buildings

three to four stories high, you perceive the white front of the Court House which terminates the street, though not at a right angle. You realize that some good Judge, Sheriff, Town Engineer, or Builder placed the Court House on that commanding ground at the end of State Street because he recognized one of the cardinal points in city planning. Other well designed public buildings flank State Street.

As you pass the cross streets one by one and as you look right and left into them, you become conscious of another extraordinary feature of the city plan. Each of these streets bends in a purposeful way at a distance of three or four hundred feet from State Street so you do not look down an endless vista of traffic, telegraph poles, electric lights, and other impediments. On the contrary, your line of sight is stopped by the buildings which have been built seemingly in an intentional way at the bends of the street. You see the advantage of these bends from the point of view of good looks and you realize that they do not interfere with lively traffic use.

You find the ground around the municipal buildings kept in good order. You see a very large open space reserved for park purposes behind the flanking blocks of buildings at the head of State Street, but it does not break into State Street and consequently destroy the pleasant sense of composition or break up the sky lines of the business blocks. Someone planned the location of this park with an eye to the city plan.

I admit that the sky line of the street is unpleasantly broken in two or three instances by buildings of undue height which advertise their ugliness and their owner's lack of appreciation of the good plan of the street and of the desirability of preserving a moderately even building height of four or five stories. I did not examine the streets and buildings beyond the composition of State Street but I saw enough to believe that a community which had been wise enough to plan its main thoroughfare well or to permit it to grow at random in a wise manner without allowing bad buildings, stupid profiles, and uninteresting cross streets to ruin it or make it commonplace, must have expressed its wisdom over the whole City. In short, I was sold to New London at first sight and I took heart in the thought that there are good things in America which do not need replanning though they do need protection from ill directed future growth.

Do not object that I did not consider street traffic congestion, the rapid transit problem, the location of fire engine houses, schools, parks, the problems of zoning, the rate of population growth, the death rate, and all those other matters which make the life of the Town Planner both miserable and worth while. I did think seriously of these things as I went about, but they seemed to have received attention as far as State Street and its adjacent side streets are concerned. Prove to me, if you will, that the City is badly planned elsewhere, nevertheless I shall still carry the composition of State Street in my mind as a worthy accomplishment of the men who have, consciously or unconsciously, molded the growth of New London during the past hundred years.

ARTHUR A. SHURTLEFF,
Landscape Architect, Boston.

SEIZING A TOWN'S NEW AND GROWING OPPORTUNITY

In Marietta, Ohio, there has been developed a novel phase of city beautification and one with a distinctly valuable commercial quirk as well. Marietta has much of New England in its atmosphere, for it was settled by New England veterans of Washington's army in 1788, the first seat of American government in all the vast territory west of the Alleghenies. Down through the century and a half since its founding, her citizens have fairly well preserved many of the historic points, even the prehistoric relics of the Moundbuilders there extant.

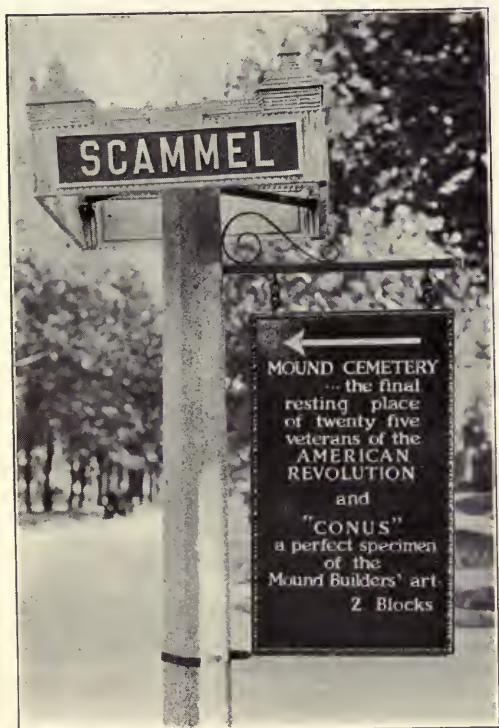
But they also built for wide streets, overarched with stately elms; homes are large and in many cases noted for their splendid colonial architecture; lawns, even of the factories, are well landscaped and beautifully kept. All in all, Marietta is a spot typical of and proud in its historic setting.

Like many, if not most, cities, it had street markers erected so long ago that they had become lost or were painted over, and they also had not originally been created to serve the needs of modern traffic. Under the leadership of a live Kiwanis Club, determination was reached to do two unique things: First, to install new street markers, which would not only be as visible and well located as possible, but which would be *civic ornaments* as well as utilitarian street name plates. Second, they determined to do something which, so far as they could learn, had never been done before as a city system, and yet which they believed was needed not only in their city, but perhaps in every city with a share in the vast and increasing numbers of tourists and automobile visitors. This was the erection of dignified but distinctive markers on the arterial highways leading through the town, telling visitors which direction and how far to go to see each point of historic or other interest.

How they accomplished these two desirable ends makes an interesting story. A year of study, research and hard work ensued before the new street name plates were ready. A contest for designs was held and prizes awarded. The design chosen was the façade of the old log "Campus Martius", a fort erected by the first settlers. Four little replicas of the four sides of the old stockade on an ornamental post of reinforced concrete made a practical and handsome marker. (See Washington and Scammel Street signs illustrated.)

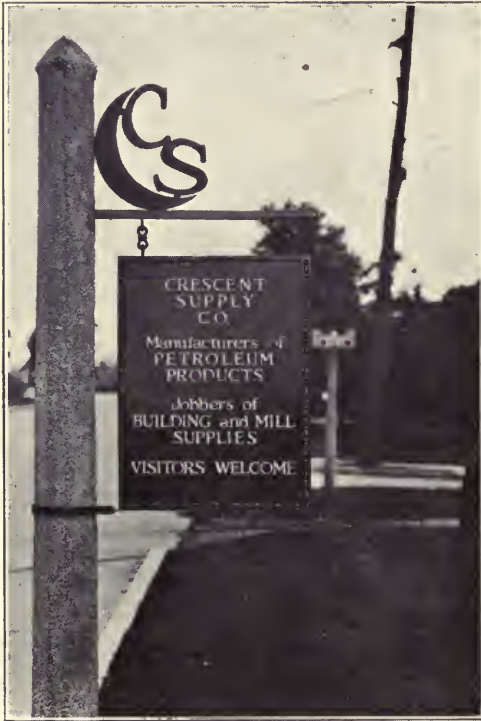
The committee spent weeks in experiments, and tests. They studied the exact *height* and precise location for best visibility; the best colors to use for attraction value and permanence; and they evolved a system and a construction for modern purposes. Nothing but the best of materials were used,—the plates being cast aluminum, the finish, baked enamel, and the "logs" of the stockade were chemically treated to give their weathered effect.

Then came one of the most unusual and valuable features of all. In order to conserve their funds for the best markers, and also to add to civic pride, every member of Kiwanis got into his old clothes and, at an old fashioned "bee", dug holes for, set, and erected seventy-six of these street markers in one evening's work. The town woke up the next morning with a new atmosphere, a new convenience, and a new respect for itself. And for generations to come Marietta will have not only most "findable" streets, but in each marker an attractive ornament as well.



ORNAMENTAL SIGNS, MARIETTA, OHIO
Kiwanis Club City Marking Committee

The second phase of the Kiwanis campaign was even more unique and called for still more original research. The directional markers must be first of all very visible and *readable* from a passing automobile. In addition they must have dignity, beauty and practical permanence, and all at a reasonable cost. No product readily available met these specifications regardless of cost. So other months were spent in developing a satisfactory plaque. But Marietta has them to-day, forty-seven of them,—making a “self-serve information bureau” for every stranger entering the town.



The plaques are all standard in type, so that the tourist quickly comes to realize that these signs are for *him*, for *his* particular information and convenience. That they are so recognized is amply proved by the many visitors who stop or slow down as they approach each succeeding plaque, turn off to visit the interesting spot it describes, and end up by “driving the town” just to see what others they can find.*

Some of the most distinctive of these signs are artistically finished in a very beautiful four-tone antique bronze; the letters are of metal, covered with pure gold leaf, and therefore very “contrasty”, and easily seen and read; the signs are lettered

*An interesting map showing the objects of interest marked was printed in the Kiwanis Club descriptive booklet which has been very widely distributed.

on *both sides*, thus facing the driver at right angles to his eyes rather than being parallel to his line of vision. Each hangs from a wrought iron cross arm or a reinforced concrete post in the parking strip; and most of them are artistically individualized by symbolic ornamental castings atop the cross arm.

Even the large manufacturing plants have found the system valuable for it permits them to answer the inevitable query of the stranger "what is that plant—what do they make or do?" in a human interest sort of way. And each helps itself and the town's atmosphere of hospitality with its cordial "Visitors Welcome".

Marietta aptly likens the vast and mounting tide of automobile visitors to a rushing "gold bearing" stream of the west, and aside from the pride in city beautification, she figures that it pays to emulate the mining practice of erecting "baffle plates" in this gold bearing stream to cause it to pause, and inevitably deposit some of its precious metal!

E. M. HAWES,

Chairman, Kiwanis Club City Marking Committee, Marietta.

WESTCHESTER COUNTY PLANNING FEDERATION

A New York Region Inter-County Expedition

A thoroughly enjoyable summer meeting and field trip was carried out by the Westchester County Planning Federation, together with members of the Fairfield County Planning Federation and other guests, on August 2, which may be suggestive for "get-togethers" elsewhere.

Starting from White Plains, a procession of twelve cars carried the party to the headquarters of the Westchester County Park Commission at Manursing Island, where under the leadership of Major Clarke and the resident engineer the party took a boat trip around the lagoon to see the new development. After inspecting the new bridges along the line of Hutchinson Parkway, the party visited Tibbitts Brook Park in Yonkers, where lunch was served in the pavilion. Among the speakers were Mr. L. G. Halloran, Deputy Chief Engineer of the County Park Commission, Mr. George B. Ford on "How the municipalities can make the most of the County Parkway System," and Mr. Samuel Senior, President of the Fairfield County Planning Association.

The Secretary of the Westchester County Planning Federation, Mr. Wayne D. Heydecker, reported the addition of two new members, the Villages of Briarcliff Manor and Mamaroneck. The following other member and guest municipalities were represented on the trip: Yonkers, Irvington, White Plains, Mount Vernon, Ardsley, Stamford, Bridgeport, Stratford, and New Canaan.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

STREET WIDENING AND THE RECENT NEW YORK LEGISLATION

One of the greatest difficulties in city planning and construction, so recognized all over this country, is the widening of existing streets, so expensive under the customary procedure as usually to be in practice impossible. It was the hope of the advocates of the recent laws in the State of New York for the establishment of the city, village, or town plan¹ that this legislation would furnish a method by which these difficulties could, to a considerable extent, be obviated. Schenectady, which has adopted the city law, seems in fact to have made use of it with success for that purpose.

The following letters from the Chairman of the Schenectady Commission, Mr. Moot, to Edward M. Bassett, Esq., of New York City, will therefore be of general interest.

"CITY PLANNING COMMISSION
Schenectady, N. Y.
July 5, 1927.

"One feature in which you will be particularly interested, and which was not in the draft of the zoning ordinance when it was submitted to you for your opinion will be found in the definition of 'width of streets.'² This definition contemplates the adoption of an official city map for the entire city showing the exact location of street lines for all street widenings and extensions shown on the major street plan. It will give the property owner a substantial increase in the size of his building if he will move back to the proper street line.

"Combining the advantage of increased bulk when a property owner moves back to a proper street line with the disadvantage of having to go to the Board of Zoning Appeals for a building permit if he does not build back to the new line should go a long way toward producing street widenings by natural process of evolution, thus avoiding the tremendous expense of trying to carry out street widenings by radical operation. The practice now being followed in most cities of putting through a few street widening projects where property is condemned, buildings torn down, and businesses ruined for a year or more while other streets are being improperly built up all over the city is one which can provide only very limited relief at excessive cost. Under the new laws of

¹City Law, Acts, New York, 1926, ch. 690. Village Law, Acts, New York, 1926, ch. 719. Town Law, Acts, New York, 1927, ch. 175. For the text of these laws, and comments, see CITY PLANNING for July 1926.

²Width of Streets—Distance between existing street lines; provided that where street lines are established on the Official Map and under the provisions of the General City Law distance between street lines thus established shall be taken as the width of street in determining the height and bulk of buildings constructed, altered or reconstructed in conformity with such established street lines. Streets over one hundred (100) feet in width shall be considered as 100 feet wide.

this state for planning and platting on the other hand, it seems that by adopting an official map showing the proper location of all street lines with a provision in the zoning ordinance giving any property owner immediate benefit from the increased street width, all streets needing improvement can be put in a process of evolution immediately. The sheets of the official map covering the Woodlawn drainage area have been adopted by the Council and the sheets covering all the rest of the city are now in preparation."

"CITY PLANNING COMMISSION

Schenectady, N. Y.

July 8, 1927.

"Since writing you we have won out in a street widening project, without cost to the city, which may establish the controlling precedent in putting into general effect the method of street widening by establishing new street lines. The principal approach to the city from the west is over the new Western Gateway Bridge, the approach of which is wider than State Street with which it connects. As a result the north line of State Street did not line up with the bridge abutment. The Y. M. C. A. purchased about half the frontage in the interior of the block on the north side of State Street where a new street line will be necessary to widen the street to line up with the bridge abutment. The Planning Commission urged the Y. M. C. A. to erect its new \$700,000 building back to the new street line, and although the Common Council at that time was not willing to adopt an ordinance establishing the location of the new street line, the Y. M. C. A. built its new building on the line as furnished by the Planning Commission. The building is nearly completed. A week ago the Y. M. C. A. requested that the curb be set back in front of its property to conform with what should be the permanent curb line so that it could put in a permanent 14-foot sidewalk (most of which would be on its own property) as originally recommended by the Commission. In spite of determined opposition on the part of abutting property owners who realized that such a curb setback would necessitate their rebuilding eventually on the proposed line without getting damages from the city, we were able to bring enough public pressure to bear on the Board of Contract in support of the Y. M. C. A. request, to get through the resolution for the curb setback. This will bring the new curb line and the new sidewalk to within about 70 feet of the end of the block at the bridge entrance. An old apartment house and an old two-family dwelling which occupy this 70 feet will then stick out in the street at the bridge entrance like a sore thumb, and if they are not torn down and rebuilt by the owners with a modern building of suitable appearance within the next year or two, it seems certain the public will demand an ordinance from the Council to tear down so much of them as extend beyond the proposed line. The adoption of the part of the official map covering this portion of the street will also aid materially in forcing the completion of the job without expense to the city. Considering that property at this point is considered much more valuable than most of the property involved in carrying out the major street plan in Schenectady, I feel that we have succeeded in establishing a very important precedent and one which we can point to in urging similar construction to conform to the official map on other streets. For the people of Schenectady it is a practical demonstration of the commonsense way of carrying out an extensive street widening program."

RECENT ZONING DECISIONS

Among the many important court decisions with regard to zoning, two may be selected as the most important.

The first, *Govieb v. Fox*, upholds the validity of front yards established by building lines or setbacks. The case owes its importance to the fact that it is decided in the Supreme Court of the United States. At first in some doubt, the trend of the decisions in the State courts of late has been in favor of such setbacks, and the case in the Supreme Federal Court to the same effect may be regarded as a confirmation of this tendency.

It must always be remembered that it is only the reasonable setback that is proper under the police power without compensation. Many of the cases, apparently contra, merely decide that certain methods of fixing such lines, often in complicated relation to the location of existing buildings, are not reasonable; and practically the same method has in one or two cases been upheld in some states and condemned in others. This should not be regarded as throwing doubt upon the general principle which may now be regarded as established; for the justice of these methods was certainly debatable. And it should never be forgotten that police power setbacks cannot be employed as a cheap substitute for eminent domain in obtaining land for street widening, but only when their use is genuinely an exercise of the police power.

The second case worthy of note at this time is *State ex rel. Oliver Cadillac Co. v. Christopher*, Building Commissioner of the City of St. Louis. Police power zoning, under the home rule charter of St. Louis, had been held by the Missouri Courts to be invalid. Many of the supporters of zoning advocated a constitutional amendment as the only method of safeguarding St. Louis and the other Missouri cities.

Instead, an excellent empowering statute was passed by the State Legislature and a proper ordinance under it enacted by the City of St. Louis. This ordinance and the law upon which it rests has now, in the Cadillac Case, been declared Constitutional by the highest court in Missouri, and Zoning is now free to develop in Missouri under the broad principles of the police power, instead of being subject to the fetters of a constitutional amendment.

It will be remembered that Baltimore, confronted with the same difficulty as St. Louis, has pursued the same course. The Courts of Maryland have not as yet spoken, but there would seem to be good reason to hope that the result will be the same there as in Missouri.

F. B. W.

The Contributing Editor of Legal Notes will devote his department for January to a summary of the City Planning Law of the Southwest, with Comment.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

A ZONING TOUR

ON May 12, 1927, after the close of the Washington meeting of the National Conference on City Planning, we started on a five weeks' zoning tour through the central South to Los Angeles, returning through the central West. Mrs. Bassett, her sister (Miss Preston) and I made up our party.

A word about the District of Columbia before the train starts. Congress placed the power to zone in a zoning commission consisting of the District Commission and two additional federal officials. The zoning ordinance operates well. Considerable relief is felt because the Steerman case was recently discontinued. The lower court decided in this case that certain stores could be excluded from a residence district. Applicant appealed to the United States Supreme Court, but after the decision in the Euclid Village case withdrew the action. Congress failed to provide for a board of appeals and court review of the determinations of such a board. Consequently the courts are given no readjusting power. The courts are obliged either to uphold the zoning regulations in every action or else puncture them on the ground of unconstitutionality. Consequently the commission makes special exceptions from time to time without any rules for guidance. Recently Congress made a special exception for a skyscraper for a press club to be built much higher than the regulations allow. Neighbors have no redress. All they can do is to ask the courts to let their buildings go equally high on the ground that they are discriminated against. Congress surely set a bad example for legislative bodies by mixing into zoning details.

Next Birmingham—big, beautiful, busy city, and well zoned. Alabama has a good general enabling act for zoning. The courts have readjusting power.

Then Memphis. A progressive alert city in planning and zoning. The Tennessee legislature passed an excellent zoning enabling act for Memphis, whereunder the courts have readjusting power. Tennessee has no general zoning enabling act. It has doled out special acts, most of them poor. Under most of them the courts have puncturing power only.

Memphis stands on a bluff, high and dry above the Mississippi River. On the other side of the river Arkansas lies low all the way to Little Rock. A bridge crosses the Mississippi. It was a sad sight to see homes and farms inundated all the way to Little Rock, the refugees living in tents or freight cars on the high spots. Arkansas has no zoning enabling act worthy of the name. Little Rock, a remarkably bright and energetic city, has an inadequate zoning ordinance. If it tried to pass a complete one under present laws, it would not only be of doubtful validity but the courts would have puncturing power only.

Oklahoma has an excellent general zoning enabling act for cities, and her two large cities, Tulsa and Oklahoma City, have ordinances. The courts have readjusting power.

On former trips we had been to several of the Texas cities. All had desired a zoning enabling act. Somewhat due to the unfortunate court decision in *Spann vs. Dallas*, the state legislature was slow to pass a zoning enabling act. This decision of the highest court appeared to put zoning on the scrap heap. Although the highest court rendered its decision about six years ago after comprehensive zoning was spreading over the country, this case arose about five years earlier when there was no comprehensive zoning in this country and before the word "zoning" was used. It related to a piecemeal ordinance passed when there was no state enabling act for zoning, and if the same situation occurred again in any state in this country, the courts would declare it unconstitutional the same as they did in the *Spann* case. The side remarks of the highest court, however, produced the general feeling that comprehensive zoning was unconstitutional in that particular state. This was a wrong impression. In 1927 the state legislature passed an excellent general zoning enabling act and now Texas cities are enthusiastically preparing to pass zoning ordinances.

On this trip we stopped at Amarillo, the metropolis of a great area nearly as large as New England. Amarillo wants zoning and wants it quickly. Eligible corners in the best business and residence sections are promiscuously chosen for filling stations. Sporadic stores and factories locate where they choose. And yet the city is wonderful in its street organization, its traffic regulations, its splendid hotels and business buildings. It is a great railroad center located on the flat prairie and growing rapidly by reason of its cattle and goods-distributing trade.

Six important city planning enabling acts were passed at the last session of the Texas legislature, one of which was the zoning enabling act. I prophesy that there will be a tremendous turnout from all Texas cities at the meeting of the National Conference on City Planning to be held at Dallas next spring. The turnout will not be for the sake of advertising their cities either. It will be because their officials earnestly want to compare notes and adopt the soundest methods of modern city planning.

Next Arizona, now the possessor of an excellent general zoning enabling act perfected by the last session of the state legislature through the efforts of Tucson. Strangely enough, the first enabling act passed in 1925 provided that, before a city could zone, a majority of the freeholders must empower the council. This was the referendum idea run wild. The last legislature eliminated this absurd provision. Tucson will rapidly proceed to adopt an ordinance, and it may be expected that Phoenix and Prescott will follow.

Zoning has spread rapidly all over southern California. Every little city (and they call them all cities) has a zoning ordinance. They are working well, too. No city in the country handles the subject better than Los Angeles notwithstanding that the courts have puncturing power only. Officials here and generally throughout the state want the state legislature to provide for the establishment of boards of appeals so that the readjusting power of the courts may be brought into the

zoning machinery. At present even great cities like Los Angeles and San Francisco need to make haste to pass a special legislative exception when a situation of arbitrariness arises. They are constantly in fear that dangerous cases will find their way into court. They fear that some day applicants will depend on puncturing ordinances instead of waiting patiently for the passage of legislative exceptions. Of course, there is no rule of law that requires an applicant to wait for an exception by the local legislature. It is his privilege to begin an action on the ground of unconstitutionality. Not so, however, in states having zoning enabling acts providing for boards of appeals and court review. There the applicant must first exhaust the remedy given him by law by going before the board of appeals, and then if he wants to go further he must proceed by court review. This keeps zoning free from questions of unconstitutionality the same as in cases of assessments for taxation. No state enabling act, so far as I discovered, in California, Oregon, or Washington provides for the establishment of a board of appeals with court review. This means that in municipalities throughout the entire Pacific Coast the courts have puncturing power only in relation to zoning regulations.

And so on to Salt Lake City. Although Utah has had an excellent general zoning enabling act since 1925, Salt Lake City has tried to get along with a rather doubtful interim ordinance passed in 1920. This ordinance does not attempt to do anything more than to keep objectionable industries out of certain residence districts. Not all residence districts are protected. There has been no board of appeals, and consequently the courts have had puncturing power only. The citizens are not litigious and perhaps on this account there has not been a great deal of puncturing. This spring the local legislature began zoning preparations. They appointed a commission to prepare a complete zoning plan and took time by the forelock by actually establishing a board of appeals. The main thing now is to arrange the zoning map and ordinance. When the new ordinance is passed the courts will have readjusting power.

Then around through the unzoned cities of Ogden, Laramie, and Cheyenne to Denver. Denver is an example of excellent zoning administration. The courts have readjusting power and are part of the zoning machinery. The printed reports put out by the board of appeals are models of their kind.

We then went to Kansas City, not to teach but to learn. Missouri now has one of the best and most complete state enabling acts for zoning. Through all the court troubles of this state regarding zoning, Kansas City has managed to pilot her zoning ship past all the rocks. The courts now have readjusting power throughout Missouri including St. Louis.

Unfortunately we could not go to St. Louis on account of engagements in Illinois. But we all know how St. Louis acting under the new excellent zoning enabling act of Missouri has opened a new chapter of progressive zoning. The city now has a good new zoning ordinance. The test case arising regarding a garage site (the Cadillac case) has been decided in favor of St. Louis since we were in that state. The highest court of the state has completely reversed itself on the constitutionality of zoning.

Peoria badly needs some street cuttings and widenings. The cost looks rather large so the city is taking them up slowly. In this particular city, which has no zoning plan, I advised the municipal officials that they should go to it first on zoning because zoning costs almost nothing and accomplishes a great deal in the way of organization. I said that the small meetings and conferences held in all parts of the city while shaping up a zoning plan and the passage of a sound zoning ordinance would stimulate interest in other features of city planning that cost a considerable bit. Some cities with great futures squeeze their purses dreadfully hard. Consequently not the same kind of advice may be given to every city! Illinois has one of the best state enabling acts for zoning. When Peoria passes its zoning ordinance the courts will have readjusting power.

Chicago knows all about zoning and practices what she knows. What more can be said? All the suburban municipalities surrounding Chicago are zoning or zoned. In all of them the courts have readjusting powers.

Aurora won the great test case for Illinois zoning. As I helped a little on the case the officials wanted me to come again. We talked over the subject of separating more completely the functions of the council and the board of appeals.

We then went to Louisville. This city wants and needs a zoning plan, but Kentucky has no state enabling act for zoning. An attempt was made before the last legislature to secure such an enabling act, but without success. The form of act which failed to pass was bad, and perhaps it is just as well that the matter went over to another year. The population and industries of Louisville are increasing at a rapid rate. The city is rich and prosperous. It can well afford to do things along the line of better organization. Misplaced buildings are intruding themselves everywhere throughout the city. Zoning should be undertaken without delay, and other city planning work should go along with the zoning.

Next Baltimore. No state enabling act for zoning had been passed when Baltimore adopted its zoning ordinance. Court trouble ensued, especially regarding use zoning. The city then virtually abandoned the enforcement of use zoning under the use map and resorted to a series of expedients in order to carry on a rather limping form of zoning. Many thought that the situation was so serious that a zoning amendment to the constitution would be necessary. This was exactly what many people in St. Louis thought after use zoning appeared to be on the scrap heap in that state. The original zoning ordinances of both Baltimore and St. Louis depended for their validity upon police power grants in home rule charters established under home rule provisions in their state constitutions. The courts decided against use zoning in both cities. Both cities then seriously considered constitutional amendments permitting zoning. Both cities on thinking it over decided that they would first try to secure thorough-going state enabling acts for zoning from the state legislatures. Both succeeded. St. Louis adopted her new ordinance and has just won her important test case on use zoning. Baltimore is now preparing her new ordinance based on the new state enabling act for zoning. May she have similar good fortune! New applications of the old principles of the police power ought not to require repeated constitutional amendments. Existing constitutions have been shown to be adequate to justify reasonable comprehensive zoning in nearly all of our states.

Throughout this zoning tour we found that the influence of the Euclid Village decision by the United States Supreme Court was felt everywhere. Municipal officials throughout the country have a confidence in zoning that they never had before. One of the things that good zoning advisers should insist upon is that zoning must not be carried too far. Zoning regulations must relate to the community health, safety, morals and general welfare. They must not be arbitrary or discriminatory.

E. M. B.

ZONING AMENDMENTS ON AN EVEN KEEL

The zoning plan of Greater New York is shown by three maps, each covering the whole five boroughs. One map shows allowable heights of new buildings, the next shows allowable areas or bulk, and the last shows allowable uses. Before zoning was established in this city eleven years ago some critics prophesied that the zoning regulations would be like a strait-jacket that would prevent the city from growing and changing. If their prophecy was true, it would be a serious matter. Every live city must grow and change. It was then pointed out that, if zoning was based on the police power, the board of estimate could change it from time to time to suit the growth and change of the city, but if it were based on eminent domain as some said was the only lawful way, it would be practically impossible to make changes. Zoning under eminent domain would have meant that the city would be placed in a strait-jacket.

It turned out that zoning under the police power was not only approved by the courts, but that the boundary lines could be changed from time to time when they ought to be changed. These changes have usually been made on petition of the property owners. It would be improper to change the boundary lines merely because the property owners petition, but if, after a petition is made to the board of estimate, the city plan committee of the board, the local board and the chief engineer of the board of estimate all agree that the change ought to be made, then after a hearing the change is made officially. Sometimes it is a strengthening change, that is, the locality changed is made more restricted. Sometimes it is a weakening change, that is, when the locality is made less restricted than before. In the earliest years of zoning the strengthening changes were less than a majority, but it was noticeable even then that the strengthening changes increased each year. In 1920 they were for the first time more than a majority. After that year the strengthening changes continued to increase until 1923 when they were 77% of the whole. Since that time the percentage of strengthening changes has gradually decreased, but the strengthening changes are still more than a majority. The figures for 1926 have just been collated, showing the strengthening and weakening changes on each map. The total changes in 1926 were 156, of which 4 were on the height map, 24 on the area map, and 128 on the use map. The total number of strengthening changes was 85, and of weakening changes, 71.

The barometer of strengthening changes since 1916 when zoning began shows the following fluctuations: In 1916 there were no strengthening changes; in 1917,

the strengthening changes were 16% of the total; in 1918, 23%; in 1919, 35%; in 1920, 56%; in 1921, 61%; in 1922, 77%; in 1923, 77%; in 1924, 70%; in 1925, 62%; and in 1926, 54%.

These figures show rather plainly that the strengthening changes increased every year from the beginning, but did not outnumber the weakening changes until the fourth year. They kept on increasing until they reached the peak in the seventh year. For three years since then the strengthening changes have shown a slight decrease each year although they are still in the majority. These fluctuations are only what might be expected from a new method of regulation. For the first seven years the property owners more and more petitioned the board of estimate to strengthen the restrictions in their neighborhoods. Then came a time when nearly as many property owners petitioned to lower the restrictions as petitioned to strengthen them. Undoubtedly the future of zoning in Greater New York will show about the same number of strengthening changes each year as weakening changes. So long as the strengthening changes exceed the weakening changes, it may be said that the zoning plan is in a state of good health.

TABULATION OF ZONING MAP CHANGES IN NEW YORK IN 1926

(1) Amendments adopted.....	156
(2) Height amendments adopted.....	4
(3) Percentage (2) of (1).....	2.6%
(4) Area amendments adopted.....	24
(5) Percentage (4) of (1).....	15.4%
(6) Use amendments adopted.....	128
(7) Percentage (6) of (1).....	82%
(8) Height strengthening amendments adopted.....	2
(9) Percentage (8) of (2).....	50%
(10) Area strengthening amendments adopted.....	13
(11) Percentage (10) of (4).....	54%
(12) Use strengthening amendments adopted.....	70
(13) Percentage (12) of (6).....	55%
(14) Total strengthening amendments adopted.....	85
(15) Percentage (14) of (1).....	54%
(16) Total relaxing amendments adopted.....	71
(17) Percentage (16) of (1).....	46%
(18) Percentage (14) of (16).....	119%

E. M. B.

INSTITUTE NEWS

Conducted by FLAVEL SHURTLEFF, Secretary

TWENTIETH ANNUAL CONFERENCE ON CITY PLANNING

The Twentieth Annual Meeting of the National Conference on City Planning will be held at Dallas, Texas, in the spring of 1928, the date not yet being definitely fixed. Although the meeting is to be held in Dallas, the entire state of Texas—the largest state in the Union—is the real host, and because of the interest in adjoining states it may well be called a South-western Conference.

Texas, during the last legislative session, enacted new town planning legislation. Every city in the state and many in the neighboring states are actively interested in zoning, and a meeting of the Conference in Texas just now should be a most helpful influence all through the South-west. The program will be announced in the January number.

The following excerpt from the *Dallas News* shows the hearty spirit in which the Conference will be received:

Officers of the National City Planning Conference, which will meet in Dallas next spring, have voiced approval of the suggestion advanced by local civic leaders that the program for the convention should include topics the discussion of which will be helpful to communities in which city planning is a new and untried thing, and perhaps little understood. It is especially to be hoped that there will be an effort to render service to the small town through an exposition of the benefits of planning and zoning for such communities by men qualified by experience to speak with authority on these problems.

It is not only the cities of the country that need planning. Rather, the small town is in greater need of a definite program for its future growth than is the larger community where for obvious reasons some phases of planned development and of revision by plan of unsatisfactory conditions are either impractical or prohibitive in cost. The National Conference is coming to Texas for the avowed purpose of helping Texas. Its leaders have expressed keen interest in the possibilities of this State with relation to town and city planning, and in the progress already made and to be made in securing adequate legal machinery for the carrying out of essential civic development projects, including zoning as well as physical city planning.

These men will come to Texas not so much merely to see what Texas has done in the field of planning, but to contribute of their knowledge and experience to the creation here of a sound sentiment for planning, to inspire the will to build towns and cities to meet the present and future needs of their populations. They were asked to come to Texas for that purpose, and in accepting the invitation they have acquiesced to the wish of Texas folk. In making a program replete with popular topics they will attract a larger attendance and render a greater service than would be possible under a technical or abstract discussion of the theory of planning.

Dallas is not so much in need of what may be termed a kindergarten course in city planning as are some of the State's smaller cities, because we here have had fifteen years of practical experience with a city plan and have determined in its partial execution the certainty of its value. But the National Conference is not simply coming to Dallas. It is coming to Texas, every town and city in the State to share in the benefits of its discussions.

FALL MEETING OF THE AMERICAN CITY PLANNING INSTITUTE

The Governors of the American City Planning Institute announce a fall meeting of the Institute to be held during November, probably at Lakewood, N. J. The meeting will be in charge of a recently appointed Committee on the Study of Land Subdivision and Building Development, under the Chairmanship of Mr. Frederick Bigger, of Pittsburgh. The Committee hopes to arrive at some conclusions which may be set down as principles underlying land subdivision and building developments.

BOOK REVIEWS & BOOK LISTS

Conducted by THEODORA KIMBALL HUBBARD

A RESEARCH INTO THE ECONOMICS OF LAND SUBDIVISION with particular reference to a complete neighborhood unit for low or medium cost housing, by Robert Whitten. Prepared under the joint auspices of the School of Citizenship and Public Affairs of Syracuse University and the Regional Plan of New York and Its Environs. 1927. 72 pages. Illus. 8 x 5 $\frac{3}{8}$ inches. Price 75 cents.

This pamphlet tells nothing which is new in principle to city planners, but it puts in one cogent, concrete, rounded, illustrated argument the difference between what usually is and what easily might be in the development of low-cost residential areas in American cities.

In essence, Mr. Whitten demonstrates two things. First, a residential area planned for a definite permanent use can be made much better for that use than can an area planned also for an indefinite future change of use. Second, an area planned with intelligent adaptation to topography, traffic, and occupancy (which is possible if planning for permanency of the same use) can be better planned than can an area covered mechanically with a stereotyped scheme of streets and lots.

As we have said, this is nothing new, qualitatively, but Mr. Whitten shows it quantitatively. That is, he reduces to dollars and cents in a definite example those factors which are capable of such reduction. And since the factors of esthetics, of amenity, are of course in favor of the non-stereotyped scheme, the figures certainly prove Mr. Whitten's case.

He takes as an example an actual area near New York of 160 acres—large enough to support its own local markets, small playgrounds and elementary schools. It has some topographic difficulties and opportunities but not so much as to make it atypical.

He works out—with the assistance of Mr. Gordon Culham, landscape architect—a scheme for the adaptation of this area to residences, three-fourths of them single-family houses, of two stories and five rooms, costing \$4,000 for the house alone. Then he works out the development of the same area in accordance with the stereotyped wide-streeted gridiron plan now accepted in the vicinity of this area. He then estimates the cost of the two schemes at the unit figures now current in the Borough of Queens.

The results are, summarily, that the intelligently planned lot, 37.4 feet wide, with all improvements, costs \$934.49, whereas the stereotyped lot, also 37.4 feet wide, costs \$1357.39. And this providing in the first case for ample local parks and school grounds, and for the preservation and use of much local beauty, and in the second case providing for none of these things. As the mathematician says, Q. E. D.!

There are many points of great interest brought up which are too long to discuss in this review but which every city planner will be glad to read. Not everybody will agree with all the detailed suggestions for development, of course, but the principle remains unassailable, and the pamphlet is most excellent ammunition for those who are trying to substitute brains for formulas in city development.

H. V. H.

OUR CITY—DALLAS: A Community Civics, by Justin F. Kimball. Published by Kessler Plan Association of Dallas, 1927. 384 pages. Illus., maps, plans (one folded). 7 $\frac{3}{4}$ x 5 $\frac{1}{4}$ inches. Price \$2.50.

This attractive elementary school text-book will appeal not only to pupils and their parents and other friends of city planning in Dallas but also to a far larger audience throughout Texas and the country. In fact, the human interest of the early chapters dealing with the settlement of Dallas in 1841, with its subsequent development, and with the Kessler Plan and its maker, held the reviewer's attention against the attractions of a sunny summer day! The advantages to the educational work of the Kessler Plan Association, and so to the progress of city planning in Dallas, of having the book written by an inspiring and experienced teacher, are obvious. Dr. Kimball—who accomplished this very considerable task as a labor of love—understands what facts will appeal to children; and by frequent references to well known localities in Dallas, he has tied the historical and civic facts to the concrete physical possibilities of the Plan.

This type of community civics text-book is probably far more practical for school use than a booklet devoted exclusively to city planning, because it can be fitted into a curriculum which must normally include a certain amount of civics and government. In the group with Rexford's "Our City—New York", this Dallas book will particularly be studied by educators in other cities who wish to imbue potential voters with real civic consciousness.

Since a little Kessler Plan Association flier within "Our City—Dallas" informs us that for every copy of the book purchased at \$2.50, two copies go free to the school children of Dallas, and for every specially autographed copy at \$10, twelve copies similarly go, we hope that the response in Texas and elsewhere will be so great that every child in civics classes will have his copy at the opening of the Fall term.

T. K. H.

OUR CITY—DALLAS has special interest to all members of the National Conference on City Planning in view of the announcement that the 1928 meeting will be held in Dallas. That the widespread educational campaign in city planning of which Dallas has been the leader in the Southwest is bearing fruit appears in the following editorial comment in the *Dallas Journal*.

"Evidences of a keen, basic interest from which considered action may spring are many and convincing. None is more convincing than the report that real estate men in many Texas cities are appealing to Secretary Surratt of the Kessler Plan Association for information on the general subject of city planning. To that particular class, which has such active part in developing cities, such information should mean most. The National Conference here next year should fan the existing interest into ordered and comprehensive effort."

SOME REFERENCES ON CANBERRA.*

Compiled by KATHERINE McNAMARA

Librarian, Harvard University School of Landscape Architecture

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